



# **Louisiana's Demand-Driven Two-Year Workforce Investment Plan**

**For Title I of the  
Workforce Investment Act of 1998  
and  
the Wagner Peyser Act**

**For the Period of 7/1/2005  
through 6/30/2007**

**Kathleen Babineaux Blanco  
Governor**

**John Warner Smith  
Secretary of Labor**

## PROGRAM ADMINISTRATION DESIGNEES AND PLAN SIGNATURES

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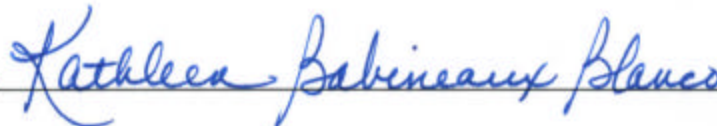
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As the Governor, I certify that for the State of Louisiana, the agencies and officials designated above have been duly designated to represent the State in the capacities indicated for the Workforce Investment Act, Title I, and Wagner-Peyser Act grant programs. Subsequent changes in the designation of officials will be provided to the U.S. Department of Labor as such changes occur. I further certify that we will operate our Workforce Investment Act and Wagner-Peyser Act programs in accordance with this Plan and the assurances herein.

Typed Name of Governor Kathleen Babineaux Blanco

Signature of Governor



Date May 27, 2005

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**Plan Development Process**

***Include (a) a discussion of the involvement of the Governor and the State Board in the development of the plan, and (b) a description of the manner in which the State Board collaborated with economic development, education, the business community and other interested parties in the development of the state plan. (§112(b)(1).)***

The Department of Labor, Office of Workforce Development, developed the Louisiana Demand Driven Two-Year Plan in conjunction with the Louisiana Workforce Commission (WFC). The WFC approved an outline of the proposed plan and the proposed WIA waivers at its March 29, 2005 meeting. A team representing various programs was assembled to draft the plan. An initial brainstorming meeting was held with the LWIAs to discuss strategies to meet USDOL's national strategic direction for a demand driven workforce investment system and the use of the flexibility provisions in WIA to develop waivers that might improve the workforce development system. The team met with representatives from the Governor's Task Force on Workforce Competitiveness to ensure the plan reflected their vision and mission. A draft was provided the Enterprise Team, the Governor's interagency coordination team for economic and workforce development. The team met on several occasions with a representative of this team to gather input from significant partners such as economic development, partner state agencies and other stakeholders who had significant interest in workforce development issues. Various methods for data gathering and communication were used including e-mail, meetings, brainstorming sessions, and data collection from local, regional and national workforce development areas. The WFC will approve the final plan during its April 26, 2005 meeting.

***Include a description of the process the State used to make the Plan available to the public and the outcome of the State's review of the resulting public comments. (§§111(g), 112(b)(9).)***

A draft of the state plan was posted on the LDOL's website on May 6, 2005, for public review and comment.

Advertisements were placed in the Alexandria Town Talk, Baton Rouge Advocate, Hammond Star, Lafayette Advertiser, Lake Charles American Press, Monroe News Star, New Orleans Time Picayune, and Shreveport Times announcing a public hearing for the public to review, respond and make recommendations to the plan posted on LDOL's website.

Each of the 18 Local Workforce Investment Areas was invited to review and make recommendations to the plan.

The plan was presented and discussed at the Governor's Enterprise Team meeting and the Louisiana Task Force on Workforce Competitiveness.

## TITLE I OF THE WORKFORCE INVESTMENT ACT AND WAGNER-PEYSER EXECUTIVE SUMMARY

Aligning our workforce and economic development efforts, assisting businesses grow by providing a skilled workforce, and helping jobseekers build a bridge to economic self-sufficiency through lifelong learning is part of Louisiana's vision of how the WIA statewide workforce investment system will help the state attain its strategic goals. To achieve this goal the state is implementing demand driven strategies to create an education and workforce training system that operates seamlessly to support lifelong learning for all citizens of the state and increases emphasis on workforce training focused on meeting the needs of business. Lead by the Governor's Task Force on Workforce Competitiveness, the system is embarking on a business-reengineering project that will result in redesigned and reinvented employment and training services. This will lead to a dramatic improvement in service delivery resulting in a shift from a task-based system to a process-based demand driven service delivery system. Through the shared vision of state and local elected officials, the Louisiana Workforce Commission, the local workforce boards, the education community and faith/community based organizations, these goals can be achieved by integrating the services of the education and economic development systems with the workforce investment system.

To create a skill force, not just a workforce, the state is creating a *customer focused demand driven* system which (1) meets the needs of job seekers by identifying the needs of business customers for new and upgraded workers and (2) meets the needs of business by identifying their job skill requirements and ensuring that the types of education and training provided meet these needs. This will both enable workers to secure and retain jobs and advance in the workplace and help business grow. The system will encourage training programs to incorporate emerging and high growth job skills identified by businesses in flexible, responsive and timely training programs that meet the changing needs of businesses. To provide flexibility, maximum use of individual training accounts (ITA's) and on-the-job training will be used to provide training in high demand/high growth occupations. In addition, the system will make maximum use of faith based and community organizations.

*Common Performance indicators* will be used to measure the effectiveness of each workforce development activity. To accomplish this goal, regional measurable performance standards across programs, such as completion rate, placement rate, salary, and retention rate, using independently verifiable outcomes data are gathered through the Louisiana Virtual One Stop (LAVOS) internet based computer system. This is encouraging regional and interagency planning and service delivery. To ensure the system is *demand driven* incentives will be based on integrated, regional service delivery to businesses as well as performance data.

To *streamline* the system, programs will reduce or eliminate duplication and inefficiency within the workforce development system thereby reducing costs. To achieve integrated seamless service delivery, the state continues to implement One-Stop Centers, thereby eliminating isolated delivery programs. Savings realized through streamlining the system can be redirected toward investing in skill development of Louisiana's citizens.

In local/regional areas, businesses, training programs, labor, education, and community and faith based organizations are forging effective partnerships. There are eighteen local workforce investment areas contained within eight regional labor market areas to ensure

regional coordination and collaboration and that the system is *locally operated*. State agencies will decentralize delivery of workforce services and programs by appropriating the maximum funds allowable to regional and local levels.

To help stem the tide of out migration, the state is focused on improving the educational attainments and career development of youth. *Youth Programs* funded through WIA are implementing a new strategic approach targeting out of school youth and other youth at risk including foster care, incarcerated youth and those at risk of dropping out. By developing a systematic approach to link available services with the neediest youth, the system is attempting to ensure businesses continue to have a steady supply of workers that possess both the basic skills and technical skills needed to sustain economic growth. In addition, the workforce system is *focused on the work ethic* by instilling good work habits as the foundation for successful employment, encouraging job-training programs to build the work ethic component into the education system.

The core of this redesigned system is a One-Stop service delivery system with two customers - business and job seekers. For the job seeker looking for a single physical location to access a full spectrum of local services, there are three levels of One-Stop service delivery in each region. There is at least one full service comprehensive hub in each workforce investment area. Other parishes have either midlevel service centers or point of contact career centers serving as a career information access point with electronic linkages throughout the system. This allows customers to make informed choices about service delivery options and access quality workforce information. They can decide which level of service center best suits their current needs based on the services available at that center. LAVOS will document services to customers as they flow from core to intensive to training services across programs. Utilizing the flexibility provisions of WIA, the workforce investment system and the Governor's Task Force on Workforce Competitiveness will explore opportunities to pilot different integrated service delivery projects.

Working with other partners, LDOL is developing eight LDOL Regional Workforce Response Teams to coordinate services for businesses and provide them with a single point of contact with the employment and training system, utilizing Wagner Peyser funding. This coordination process will ensure that labor market information, training needs, employment opportunities, etc., is shared among all partner entities. All partner entities the region will be involved in a regional planning process. The Governor's Task Force on Workforce Competitiveness will explore opportunities to pilot different methods to provide integrated services to businesses.

The collaborative process used to develop the WIA plan provides a clear picture of what the workforce development system wants to be in the 21<sup>st</sup> century and how to get there. The ability to modify the plan as the system evolves will allow it to focus not only on current products and services but also on where it needs to be in the future and what needs to be changed today to get there.

## I. State Vision

**Describe the Governor's vision for a Statewide workforce investment system. Provide a summary articulating the Governor's vision for utilizing the resources of the workforce system in support of the State's economic development that address the issues and questions below.**

### Summary:

"Louisiana is open for business."  
Governor Kathleen Babineaux Blanco

Governor Kathleen Babineaux Blanco, Louisiana's first female Governor, took office on January 12, 2004. In her inauguration address, Governor Blanco spoke of "a new Louisiana, filled with hope and opportunity for all citizens." Governor Blanco believes that this opportunity will be created by focusing on the three themes of her administration:

- Investing in Louisiana's people,
- Bringing jobs and families back home, and
- Creating a state government where customers are valued.

These themes are carried out most specifically in her priority areas of: health care, education and economic development.

The Governor has repeatedly said that Louisiana is open for business. It's a proclamation she know comes with many expectations – a skilled workforce, a business-friendly climate, and a quality standard of living being just some of them. She is working to ensure that Louisiana isn't just another state in which to do business but a place where companies can succeed in business. The state vision encompasses the premise that every person who wants to work should be able to find and keep a quality job. Louisiana is striving to build a stronger economy that creates good-paying jobs, rewards initiative and encourages entrepreneurship.

As a former elementary school teacher, Governor Blanco knows the value of education, as well as its importance to developing the state's economy. As she has said many times in her first year and a half, "education IS economic development." Louisiana can only travel on the road to prosperity if our children and our adults continue to learn. And Governor Blanco will not be satisfied until our education and workforce investment systems - from top to bottom - create a strong, vibrant workforce of men and women who can compete with workers from any state and any nation. If we work together, Louisiana can be the best.

In an effort to improve this educational pipeline of workers, Governor Blanco has worked to increase funding for the state's pre-K program during both of her first two years in office. The governor's goal is to institute a mandatory pre-K program for all Louisiana 4 year olds. Preparing children for the demands of a first grade classroom is not a task we can ignore. Waiting for kindergarten to begin formal school instruction is simply not enough. Louisiana has the second highest rate of poverty in the nation, and 30.8% of the children in this state under the age of six live in poverty. Children born into poverty are more likely to enter school less prepared and are less likely to possess the level of social and literacy skills



enjoyed by children from higher income families. These children are the workers of tomorrow, and we must begin early giving them the skills they need to succeed.

The Governor, the Board of Elementary and Secondary Education, and the Board of Regents also formed the High School Redesign Commission to recommend actions that will assist the state in redesigning public high schools to address the academic needs of all students in Louisiana. The Commission is charged with the development of statewide policies and guiding principles that require all high schools to redesign their programs to create rigorous academic and career pathways addressing the current and future needs of the state.

In recognition of the critical impact of adult learning and literacy on the social and economic vitality of the state, the Governor and the Legislature formed the Adult Learning Task Force in 2004. The recommendations of the task force are aimed at improving the educational status and employment options of adults in Louisiana who lack a high school diploma or who function at low levels of literacy.

Growing Louisiana's economy has been Governor Blanco's top priority, and she is succeeding. State incentives helped create 27,000 new jobs last year. In her first year, she worked to set a new tone for Louisiana. She personally invited hundreds of CEOs around the country to take a new look at Louisiana. Early in her young administration, she showed the nation that Louisiana is changing. In an effort to improve Louisiana's image, Governor Blanco worked with the Legislature to reform the state ethics code and require even more stringent regulation of elected officials.

She also worked with the Legislature to improve the image of the state as one that is business friendly by eliminating two onerous business taxes, a move that will cut more than a \$1 billion in business taxes over the next six years.

Her efforts in the first year paid off – and are continuing to pay off – with thousands of new jobs; quality jobs with good pay and good benefits, the kind of jobs that support Louisiana families.

Governor Blanco has focused on growing Louisiana's economy in an effort to improve the job opportunities for our citizens both by working to bring new industries to the state as well as by diligently striving to keep homegrown business in the state. Governor Blanco has pledged to the citizens of Louisiana that she will travel the nation and she will travel the world to bring new jobs and investments home to Louisiana. But, she knows there is little use in bringing those jobs home if our workers are not ready for them.

Governor Blanco knows that if Louisiana's economy is going to grow, we must show industry that we mean business by meeting one of their greatest needs--- the need for trained and talented workers.

We must educate, train and prepare our people for those jobs, and this must be a lifelong process. With her education reforms as a way to set the groundwork, Governor Blanco is working to create an education pipeline that produces skilled, talented workers as well as a workforce system that meets the demand for skills upgrades required by individuals and businesses alike.

## **A. WHAT ARE THE STATE'S ECONOMIC DEVELOPMENT GOALS FOR ATTRACTING, RETAINING AND GROWING BUSINESS AND INDUSTRY WITHIN THE STATE?**

Louisiana's twenty-year strategic plan for economic development, *Louisiana: Vision 2020*, is a challenge to create a better, more competitive Louisiana and a guide to economic renewal and diversification. It is a platform for innovative initiatives. It is a process by which our progress toward long-term goals will continue to be promoted and monitored.

In pursuit of *Louisiana: Vision 2020*, three goals are used as the plan's primary architectural elements. These goals are:

- Goal One: To be a Learning Enterprise in which all Louisiana businesses, institutions, and citizens are actively engaged in the pursuit of knowledge;
- Goal Two: To build a thriving economy driven by innovative, entrepreneurial, and globally competitive companies that make productive use of technology and the state's human, educational, and natural resources; and
- Goal Three: To achieve a standard of living among the top ten states in America.

**Goal One**, the one that makes the other two goals possible, is to re-create our state as a *Learning Enterprise*, a rich, diverse, complex organism in which all businesses, institutions, and citizens are actively engaged in the pursuit of knowledge. Louisiana will be a place where every citizen has the opportunity and responsibility to continue learning throughout his or her lifetime.

*Louisiana: Vision 2020* demands that every citizen, business, and institution take direct responsibility for the acquisition and utilization of knowledge. As employees learn new skills and gain new experiences, they are better able to take on new responsibilities, which lead to promotions and higher wages. In this way, lifelong learning becomes directly linked to upward mobility and economic development.

*Louisiana: Vision 2020* places emphasis on the importance of early childhood education and teacher quality as keys to increasing student achievement and breaking the cycle of poverty. It calls for improved math and reading performance in high school and the elimination of functional illiteracy. It demands a workforce with the knowledge and skills to compete globally, and increases the emphasis on workforce training focused on the needs of industry. It looks forward to education and workforce training systems that operate seamlessly to support lifelong learning for all residents of Louisiana.

Building on this raised educational platform, **Goal Two** calls for an economy that is driven by a diverse and thriving set of technology-intensive industries. It positions our colleges and universities to be important sources of well-educated employees, sources of expertise for problem solving, and sources of technology for commercialization.

**Goal Two** envisions a balanced approach to economic development, encompassing business retention, targeted attraction, and business creation and growth. It includes a focus on the importance of creating an environment in which entrepreneurs will thrive, since entrepreneurs create most of today's high growth companies and new high wage jobs. It stresses that our economic development strategies must continue to shift to a broader focus

on the retention and creation of high quality jobs — jobs that will increase incomes and wealth and keep more of our talented graduates and workers in the state.

It foresees a Louisiana with a tax structure, legal and regulatory climate, transportation infrastructure, and information infrastructure all working together to create a fertile, dynamic environment for profitable and competitive businesses.

It recognizes the importance of the state's existing industries, while at the same time actively seeking diversification into emerging technology areas where high growth is expected in the coming years. Independent research identified fifteen technology-driven clusters—eight existing industry clusters and seven emerging clusters—as targets for Louisiana's economic development efforts. The Department of Economic Development has undergone an organizational transformation to focus on these clusters. The clusters are also the targets of state research and development investments.

*Vision 2020* is Louisiana's call to embrace the challenges and opportunities of the 21st Century.

**Goal Three** raises the bar so that a mediocre quality of life is not an alternative for Louisiana. It says that by the year 2020 Louisiana will rank among the top ten states in the nation in standard of living indicators. It calls for increased personal income, for the elimination of poverty, and for quality health care for all Louisiana citizens. It demands that we provide safe homes, schools, and streets for all of our citizens and that we pay special attention to the needs of our children.

*Vision 2020* also recognizes that Louisiana must focus on our communities to rebuild the social and economic relationships that create a sense of trust and widespread communication. This social capital helps to create the foundation for developing and strengthening resources that make our communities desirable places for knowledge economy companies to do business and their employees to live.

**Goal Three** calls for the preservation, development and promotion of Louisiana's natural and cultural assets for their recreational and aesthetic values. It takes economic advantage of this heritage with a call for statewide expansion of the tourism industry. By implementing the reforms driven by *Vision 2020*, we will continue to make measurable progress in the most important quality of life indicators.

*Vision 2020* requires that we change the way we think about ourselves, our capabilities and our state, and the way we behave. We must promote a positive state image, portraying Louisiana as modernizing, progressive, and moving in the right direction – because we are. While we must continue to understand and address our shortcomings, *Louisiana: Vision 2020* is a challenge to every citizen to take note of our state and the progress we have made and to draw from it the courage to step forward.

**B. GIVEN THAT A SKILLED WORKFORCE IS A KEY TO THE ECONOMIC SUCCESS OF EVERY BUSINESS, WHAT IS THE GOVERNOR'S VISION FOR MAXIMIZING AND LEVERAGING THE BROAD ARRAY OF FEDERAL AND STATE RESOURCES AVAILABLE FOR WORKFORCE INVESTMENT FLOWING THROUGH THE STATE'S CABINET AGENCIES AND/OR EDUCATION AGENCIES IN ORDER TO ENSURE A SKILLED WORKFORCE FOR THE STATE'S BUSINESS/INDUSTRY?**

One of the best ways to leverage federal and state resources to ensure a skilled workforce is to make the most of the dollars going to education in our state. Governor Blanco has worked tirelessly in this effort, because she realizes the important connection between education and economic development.

Through education reforms such as her quest to fully fund mandatory pre-K programs for all Louisiana 4 year olds, ongoing support of Louisiana's nationally-recognized School and District Accountability System, the High School Redesign Commission, and the Adult Learning Task Force, Governor Blanco is working to see that Louisiana has an educational system that prepares our citizens with the skills needed to succeed in today's economy.

Louisiana realizes that in order to earn more our workers must learn more.

The state currently has a \$50 million dollar Incumbent Worker Training Program to assist businesses upgrade the skills of their current workers to meet changing technology requirements. This program is funded from surplus monies in our state's unemployment insurance trust fund. In addition, a portion of the IWTP program is designed to meet the needs of small businesses to train and upgrade their workers. These funds are leveraged with Title I funds to meet the needs of consortium of businesses in the state on a regional basis.

In addition, Louisiana is proposing a program for Lifelong Learning Loans. These loans will have special low-interest rates, long maturities, and deferred payments that workers can use for training and certification programs in areas where we need skilled workers the most.

Additionally, in early 2005, Governor Blanco, through an Executive Order, directed the Office of Community Development within the Division of Administration to help state agencies, local communities and nonprofits identify opportunities to apply for grants and assist them in the application process. Namely, the Executive Branch office was charged with:

- Providing technical assistance in prospect research and grant writing to all agencies of the state, units of local government, and non-profit organizations;
- Notifying all agencies of the state and units of local government of available programs to which said entities could apply for funding; and
- Developing a system to collect information regarding federal and private grant funds received by agencies of the state, including procedures for notification of intent to apply for federal and private grant funds, notification of application, and notification of award to DOA-OCD.

Use of this grant writing staff will enable the system to match available grants to regional projects to meet the Governor's priorities areas in economic development, education and health care.

**C. GIVEN THE CONTINUOUSLY CHANGING SKILL NEEDS THAT BUSINESS AND INDUSTRY HAVE AS A RESULT OF INNOVATION AND NEW TECHNOLOGY, WHAT IS THE GOVERNOR'S VISION FOR ENSURING CONTINUUM OF EDUCATION/TRAINING OPPORTUNITIES THAT SUPPORT A SKILLED WORKFORCE? GIVEN THE CONTINUOUSLY CHANGING SKILL NEEDS OF BUSINESS AS A RESULT OF NEW TECHNOLOGY?**

A well-trained, well-educated workforce is the foundation of an economy that is creating new jobs. In the words of Vision 2020, we need an education system that “prepares all Louisiana citizens for a competitive work environment.” Much has been said previously about the Governor’s commitment to improving education in Louisiana so that we provide our students with the skills they need, from pre-K through lifelong learning.

Louisiana’s workforce development system must listen to business and industry and ensure that training and education prepare our citizens for both current jobs and future jobs of businesses seeking to grow and expand in our state..

Other efforts are currently underway to improve the continuum of education and training opportunities in Louisiana. Middle and high school students will receive better information about what kinds of jobs will be in great demand when they graduate. LDOL, the Department of Education and the state workforce investment board have leveraged funds from the states Incentive Awards to develop Workforce Information tools designed for in-school and out-of-school youth. These tools direct youth to occupational information to help them determine what jobs will be available in Louisiana, occupational wage earnings and what skills they need to develop as well as what training institutions offer preparation that leads to careers in those particular high-demand areas.

There are other concrete ways that we can strengthen Louisiana’s workforce. One move in that direction is to ensure that our citizens receive the necessary tools to gain meaningful employment. Louisiana will strive to be a learning enterprise in which all Louisiana businesses, institutions and citizens are actively engaged in the pursuit of knowledge. Specifically, workforce education and technical training programs will be widely available at the secondary and post secondary levels. National data shows that states must raise the importance and awareness of two-year Associate degrees and technical training certifications. It is projected that by 2020, 65 percent of jobs in the United States will require an associate’s degree or advanced training. In 1999 only five percent of high school graduates chose to enter a 2-year college, proprietary school, or apprenticeship program. To develop an efficient and effective workforce in Louisiana, students and parents will be educated about workforce needs and opportunities, and workforce preparation and technical training programs must be available for students at all levels.

**D. WHAT IS THE GOVERNOR'S VISION FOR BRINGING TOGETHER KEY PLAYERS IN WORKFORCE DEVELOPMENT, INCLUDING BUSINESS AND INDUSTRY, ECONOMIC DEVELOPMENT, EDUCATION, AND THE WORKFORCE SYSTEM TO CONTINUOUSLY IDENTIFY THE WORKFORCE CHALLENGES FACING THE STATE AND TO DEVELOP INNOVATIVE STRATEGIES AND SOLUTIONS THAT EFFECTIVELY LEVERAGE RESOURCES TO ADDRESS THOSE CHALLENGES?**

Louisiana's Workforce Commission was formed in 1997, and has been working diligently over the past eight years to improve our state's workforce development system. Yet Louisiana's job training efforts are not as focused and effective as they can be, and much remains to be done to create a workforce system that is truly demand driven that meets the needs of industry. In an effort to work more closely with industry leaders to understand and meet their needs, Governor Blanco created the Louisiana Task Force on Workforce Competitiveness. This Task Force, created through Executive Order KBB 2005-2, was charged with

- Identifying the necessary components to produce an effective and responsive statewide workforce development system that is responsive to the needs of employers and job seekers;
- Defining the state of Louisiana's workforce vision, the type of system desired by the business community and job seekers, the system qualities that are valued, and the outcomes to be achieved;
- Assessing the competitive environment, including relevant state and national economic, employment, occupational and educational trends and the overall quality of the Louisiana workforce;
- Developing and understanding the current system, including its efficiency and effectiveness, its strengths and weaknesses and opportunities for improvement;
- Researching the best practices of workforce development systems in other states;
- Developing an understanding and assessment of the statewide capacity of workforce development services, including programs offered, administrative funds, training funds and administrative/ and government structures;
- Recommending strategies to achieve the Louisiana workforce vision; and
- Supporting efforts to implement the governor's workforce development reforms.

The Task Force on Workforce Competitiveness has been meeting since January 2005. In April 2005 they submitted an interim report to the Governor, and all effort was made to include the sentiments and recommendations of that report in this state plan. The Task Force will turn in a final report in December 2005, which may include legislative recommendations for 2006. The Governor's Task Force on Workforce Competitiveness is examining the use of sector-based approaches to meeting the needs of businesses on a regional level. Another concept that may be piloted in the near future by the Task Force, is the use of regional intermediaries to serve as a business one stop entity, working to identify gaps in workforce solutions and develop solutions for these gaps. These intermediaries would work to bring together all the resources a business would need, working with Chambers, LWIBs, educational entities and community organizations. The intermediary would play a vital role in the middle of supply and demand, aligning local workforce resources to meet businesses' needs.

The Adult Learning Task Force is working on recommendations to improve the education of adults. They concluded that Louisiana cannot achieve economic and quality of life benefits for its citizens commensurate with the norms of the nation without significant improvements in the education attainment levels of the adult population and without addressing the mismatch between occupations in demand and worker training. The High School Redesign Commission is focused on creating more rigorous schools that produce better-educated students. The Health Works Commission is addressing the state's health care crisis by developing methods to increase the training opportunities for health care workers. In December 2004, Governor Blanco convened the First Annual Solutions to Poverty Summit to engage citizens in a solutions-oriented discussion about how to break the cycle of poverty.

Louisiana proposes the appointment of a Small Business and Entrepreneurship Commission to build a true collaboration and focus on meeting the needs of Louisiana's entrepreneurs today and growing the pool of entrepreneurs for tomorrow. We must link the resources of our rural and urban communities, so that the entrepreneur can always get the right kind of help they need to succeed. This new commission will advise executive and legislative leaders on how to improve our laws and policies to be more supportive of small businesses and entrepreneurs. Work on new and innovative ways to help entrepreneurs—today's and tomorrow's – transform their dreams into realities ... realities that will better our state and nation.

Clearly, there is a great deal going on in Louisiana to address workforce investment as well as its related components such as education, entrepreneurship and poverty.

**E. WHAT IS THE GOVERNOR'S VISION FOR ENSURING THAT YOUTH MOST IN NEED HAVE OPPORTUNITY TO DEVELOP CAREER GOALS THROUGH EDUCATION AND TRAINING (OUT OF SCHOOL, HOMELESS, FOSTER CARE AND AGING OUT, OFFENDER, CHILDREN OF INCARCERATED PARENTS.)**

One of Governor Blanco's early efforts was in the area of Juvenile Justice as she adopted the unanimous recommendation of the Juvenile Justice Implementation Commission to separate youth services from adult corrections. Act 7 of the 2004 legislative session made this firewall official. The Office of Youth Services will work to ensure high quality services and to establish and support a system of graduated sanctions and a quality continuum of care for our youth. They will work to attain or maintain national accreditation standards for juvenile service programs. This new system will be better able to work with our youth population to give them the skills they need to succeed in society.

The Louisiana Workforce Commission, in conjunction with the youth system workgroup, has identified six cross cutting state goals and emphasis areas linking Title I, Adult Education and Carl Perkins. These six emphasis areas will ensure that all youth programs, guided by the local youth councils, will include:

1. *A solid academic core.* Louisiana holds high expectations for all youth and young adults to acquire and continuously improve their core academic knowledge and skills in reading, math and science plus concentration that prepares them for increasingly rewarding careers and continuing education/training. Toward that end, all agencies and education/training entities will collaborate to a) provide multiple, rigorous academic learning opportunities linked to career preparation and b) actively recruit and engage dropouts and out-of-school youth in pursuing those opportunities.

2. *Articulation across programs and funding streams, summer and year-round.* Title I youth programs, Department of Education, and the Louisiana Community and Technical College System have developed articulation agreements, awarding advanced placement and standing across programs at the next level of education/training. For example, a nurse's assistant's certificate will count as an agreed-upon percentage of credit toward LPN associate degree, and an A+ certification in computer networking will count as credit in the computer technician curriculum.
3. *Five-year career plan and/or Individual Service Strategy for every young person.* Every high school student must complete and pursue a five-year plan for wise use of four years of high school and at least one year of post-secondary education/training. In addition, every Title I-eligible youth completes an Individual Service Strategy. Adults who serve youth will become knowledgeable about and assist youth in completing and making progress toward their plans. For example, teachers, counselors, and Title I youth specialists will exchange information about learners' progress toward their plans.
4. *Industry-based certification as an over-arching goal for every youth.* State policymakers encourage local youth-serving educational entities and training providers to enroll learners in programs that lead to industry certification.
5. *Integrated MIS system to document student/youth progress.* The State is working to integrate MIS systems to keep up with students' progress toward their career/plan Individual Service Strategy. Youth-serving agencies and education/training entities will collect pertinent information and assist youth in building their portfolios.

Like the rest of the United States, the South could soon face a workforce crash. Birth rates are falling below replacement levels and, as the Baby Boom generation begins retiring, the South in general, and Louisiana in particular, could be faced with critical labor shortages. The Bureau of Labor Statistics predicts that total labor force growth will drop to 0.7 percent annually between 2000 and 2025, from a rate of 1.1 percent throughout the 1990s. While increasing the education and quality of the overall workforce, we must also fill the gap by engaging traditionally underutilized sources of workers, such as hard to serve youth, women, minorities, disabled, ex-offenders, immigrants, and the elderly. Louisiana will apply several strategies to increase workforce participation rates among these groups.

There are other concrete ways that we can strengthen Louisiana's workforce. By teaching entrepreneurship, we are giving youth one more option for improving themselves later in life. In the 21<sup>st</sup> Century's knowledge-driven economy, our young people have to be encouraged to use their creativity and talents to strengthen themselves and our economy. By learning how to think like an entrepreneur, our youth will be more creative and successful in whatever field they pursue

In order to overcome our high youth dropout rate and low attachment to the workforce we must develop better linkages between the education, training and business sectors. To lower dropout rates we must determine the factors leading to youth dropping out of school, develop preventive methods and begin linking work skills to learning in the classroom. For those youth who have already dropped out we must develop methodologies to reattach them to the system or help them achieve a GED and job skills and enter and remain in the workforce. In



both cases systems must be developed to maximize resources to provide youth with the long-term attachments to the system needed to assist them to develop career paths and achieve the skills necessary to move up the career ladder and earn the wages necessary to move out of poverty. The Governor has established an Office of Youth Services in the Department of Corrections to work with juvenile offenders. LDOL is establishing relationships with this office to assist youth reentering their communities reattach training and employment. As youth councils design programs to meet the needs of out of school youth, juvenile offenders, youth aging out of foster care and other at risk youth, they are utilizing workforce information to better understand the youth populations in their community. They are working with faith based and community organizations to understand the life events which lead to participation decisions, determine what feeder activities to fund to expose youth to the system and what sequence of services to provide to keep youth attached to the system. Louisiana is requesting a **waiver** to the membership composition of youth councils to ensure those individuals and programs relevant to local communities participant in the design and development of local programs.

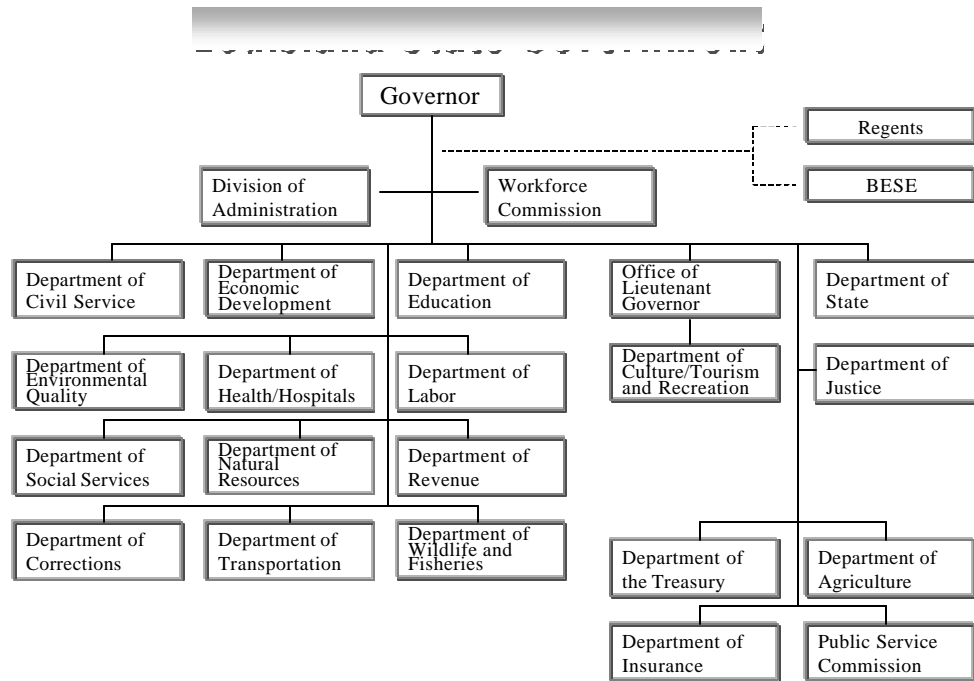
## **II. Identify the Governor's key workforce investment priorities for the state's workforce system and how each will lead to actualizing the Governor's vision for workforce and economic development.**

The state's key workforce investment priorities are:

- To strengthen Louisiana's workforce system so that it is fully aligned with state and regional economic development priorities.
- To develop a workforce system that consistently meets current and prospective Louisiana employers' needs for a trained workforce by being easily accessible and quick to respond.
- To develop an agile workforce system that can mobilize quickly to meet the needs of employers or industries who are experiencing rapid growth in employment.
- To develop a workforce system that is prepared to meet the needs of all business customers, including entrepreneurs, small businesses, and women and minority owned businesses.
- To continue to work towards a workforce system that offers easy to access, quality training programs to Louisiana citizens, including adult learning and basic skills upgrades, that will allow our people to acquire, retain and succeed in careers that improve their standards of living.
- To embrace the concept that workforce development is a lifelong process by strengthening the links between our workforce system and our ongoing educational reforms including pre-K programs, school accountability, high school redesign, and adult learning to more closely align the skills delivered by our educational systems and the skills needed by our industries.

### III. State Governance Structure

#### A. Organization of state agencies in relation to Governor –



The Governor has organized the Workforce Enterprise Team, including secretaries and/or assistant secretaries and representatives from the Governor's Office, Department of Labor, Department of Economic Development, Department of Education, Board of Elementary and Secondary Education (BESE), Board of Regents and the Workforce Commission Executive Director. This 'E' Team serves as the Governor's Interagency Coordination team for economic and workforce development. The Team meets on a monthly basis to share information and to develop strategies to maximize the resources of the state's workforce development system and provide direction to the entities involved in workforce development.

The agencies and programs involved in developing the state's workforce and linking job seekers to the needs of businesses include:

- Louisiana Workforce Commission
- Department of Labor
  - Office of Workforce Development
  - Office of Regulatory Services
  - Office of Workers Compensation
  - Incumbent Worker Training Program
- Department of Economic Development

- Department of Social Services  
Strategies for Empower People (STEP)
- Department of Education  
Adult Education
- Board of Elementary and Secondary Education (BESE)
- Board of Regents
- Department of Corrections

### **B. State Workforce Investment Board (WIB)**

Act 1 of the 1997 Louisiana Legislature created the Louisiana Workforce Commission on August 29, 1997. This 27-member Louisiana Workforce Commission was charged with the purpose of “developing a strategic State Plan that would coordinate and integrate a workforce development system, assuring the greatest cooperation possible between public and private resources.” The Commission was created as a human resource investment council under the Job Training Reform Amendments of 1992. In order to comply with the mandates of the Workforce Investment Act of 1998, Governor Foster designated the Louisiana Workforce Commission as the State’s workforce investment board through executive order MJF 99-37 on August 5, 1999.

The Louisiana Workforce Commission has representation of all required entities on the State Board described in WIA. The representation is as follows:

- Business representative majority - 11 members, representing:
  - Businesses with less than 100 employees
  - Businesses with 100-500 employees
  - Businesses with 500+ employees
  - Minority-owned businesses
  - Women-owned businesses
  - Representative of business and industry who serves on a workforce development entity
  - 4 additional business members nominated from business
  - A business member nominated and a member of local municipal or parish association
  - 2 non-union, non management members who may be appointed from a non-profit entity such as a hospital
- State legislature representation -2members, ex-officio:
  - Chair, Senate Committee, Labor and Industrial Relations
  - Chair, Rouse Committee, Labor and Industrial Relations
- Organized Labor representation -4members
- Education representation -3members, representing:
  - Local public education (K- 12)
  - Post-secondary education (Higher Education)

- Vocational Education Institutions
- Community-Based Organization representation- 1 member
- Lead State Agency Officials- 4 Cabinet-Level Secretaries, representing:
  - State Department of Labor
  - State Department of Social Services
  - State Department of Economic Development
  - State Superintendent of Education
  - Non-union, non-management workers, 2 members

In appointing the members of the Louisiana Workforce Commission, the Governor considered nominations from state business and trade associations, statewide associations representing chief local officials, the AFL-CIO, and statewide community-based organizations, among other entities. The board's membership represents a wide variety of constituencies, representative of the states population. This includes both urban and rural representation; local government; small, medium, and large business; woman and minority-owned businesses; and community-based youth programs. This diverse membership allows for the broadest possible input regarding policy development for Louisiana's workforce development system. The Chairs of House and Senate Labor and Industrial Committees serve on the Workforce Commission, but do not have a vote. Additionally, the provisions of Act I preclude the heads of state departments as well as representatives of state systems from voting on their respective budgets. As the present time, the Workforce Commission has five members whose terms expire on June 30, 2005. For the most part, these are business representatives. The Governor will continue their membership on the Commission until reauthorization occurs at which time, she will bring the Commission membership in line with that outlined in the federal legislation.

In order to reflect the Louisiana Workforce Commission's regard of Louisiana Rehabilitation Services as a valued workforce Commission partner and to meet the requirements of the Workforce Investment Act, a Commission member serves on the Louisiana Rehabilitation Council. His/her main role is to inform the Council of important workforce development issues, to update and advise the Council on any pertinent policies, plans, or changing developments within the Commission's work. Further, he or she serves as a liaison from the Council to the Commission in keeping the Commission abreast of important issues relating to individuals with disabilities in the workplace. The state director of the Client Assistance Program (CAP) is a required member of the Louisiana Rehabilitation Council. Thus, the Commission feels that it has provided and will continue to provide opportunities for CAP to be directly involved with the development of the state's plan and to have an ongoing role within the state's emerging workforce investment system.

The Louisiana Workforce Commission meets bi-monthly to discuss broad policy issues and to hear reports from its various committees. Through standing committees such as Information and Communications, Education and Training, and Budget, the Commission jointly governs, oversees, and manages Louisiana's workforce development system. The Commission steers the State's workforce development programs toward its six goal areas through oversight of the occupational information system and each agency's workforce development budget and operational plan.

The Commission has taken an active role in providing leadership for the establishment of the State's workforce development system and implementation of the Workforce Investment Act by convening an interagency team to develop the state's plan. The Commission views its role as a policy-making body that establishes "guiding principles" for the State's workforce investment system.

Through Act 1 of the 1997 Regular Session (R.S. 23:2071), the Louisiana Workforce Commission has been designated by law to serve as the review and policy-making body for all issues relating to workforce development education and training services within the state. The Commission develops and makes recommendations to the governor on issues of strategic concern to the development of the state's workforce development system, such as those that are key components of the State Plans for Title I, Title II, Title IV, and Perkins III.

For the purposes of planning and development of policies related to the State Plan, wherever "the Governor" or "the State" appears in law, regulation, or planning guidance, the Commission shall review, comment, and make recommendations to the governor for consideration. For the purposes of implementation of individual titles of the Workforce Investment Act, the agencies that have been designated by the Governor or Legislature as the administrative entities for such titles shall have the authority and responsibility to administer those specific titles and shall work closely with the Commission as required by Act I. Areas for coordination and interaction with LWIBs include:

- Establishing local WIBs - The Commission established criteria for membership of local WIBs and LDOL certifies the WIBs and provides reports to the Workforce Commission on their status.
- Negotiating performance levels — LDOL negotiates performance standards with the WIBs in accordance with federal guidelines and Commission recommendations, and brings the proposed standards to the Commission for final approval.
- Certifying eligible training provider's lists - The Commission, after receiving recommendations from LDOL and other stakeholders, approved the process for use by local WIBs to certify eligible public and private providers of training services. LDOL develops and maintains the Statewide eligible training provider list.
- Forecasting demand occupations - The Commission, in partnership with the Occupational Forecasting Conference and LDOL, has established the criteria for identifying "Top Demand" occupations for the State and the eight Regional Labor Market areas. The final report is made available on the LDOL website and distributed to all stakeholders including but not limited to education partners, regional economic development agencies, and local WIBs for use in prioritizing and ranking training efforts.
- Establishing Youth Councils - The Commission, after receiving recommendations from LDOL and other stakeholders, has approved criteria for developing youth councils.
- Establishing regional coordination and planning - The Commission has established criteria for regional planning, coordination and performance and will coordinate and review

regional planning efforts for their effectiveness. Regional plan guidance has been issued to the local WIBs in conjunction with their local planning guidance.

The Commission ensures that the public has access to board meetings and information regarding its activities through several mechanisms. All meetings are subject to state public meeting laws and are open to any citizen.

As part of the ongoing efforts of the partners of the Louisiana State Plan, we have consistently sought input and open communications with all the people of the State of Louisiana. We have built into our communications plan strategies to meet and work with the public and private sector entities representing individuals with disabilities (as well as the individuals themselves).

At the present time, a comprehensive list of over 700 community-based organizations (private and public) serving individuals with disabilities exists, and will be used as part of a coordinated mailing. Information concerning the dates, times, and places of meetings will be provided and a request to disseminate this information to the members and/or clients will be made. Notices of meetings are sent to both daily and weekly publications; public service announcements are routinely sent to radio and television stations concerning the meeting dates, times and sites. Additionally, meeting notices are posted one week prior to meeting dates as required. The Louisiana Workforce Commission provides full access to all meetings and will also respond to specific needs, such as sign language interpreters, notices in large print, etc.

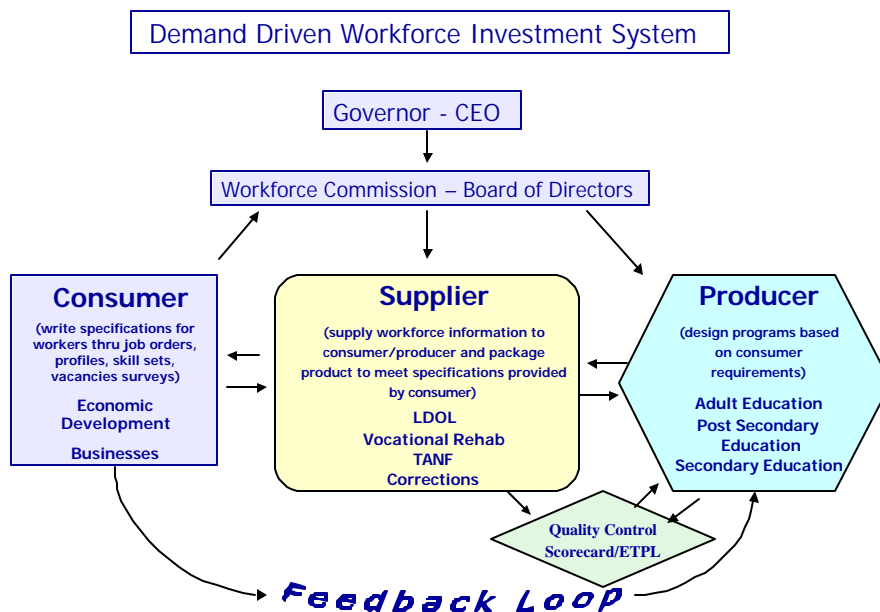
#### CONFLICT OF INTEREST POLICY

In addition to the requirements at 29 CFR 95.42 and 29 CFR 97.36(b)(3) which address codes of conduct and conflict of interest issues related to employees, it is also required that:

- 1) a state LWIB member or youth council shall neither cast a vote on, nor participate in, any decision making capacity on the provision of services by such member (or any organization which that member directly represents), nor on any matter which would provide any direct financial benefit to that member or a member of his immediate family.
- 2) Neither membership on the Louisiana Workforce Commission/State workforce board or local workforce board or the youth council nor the receipt of WIA funds to provide training and related services shall be construed, by itself, to violate these conflict of interest provisions.

Further, the State of Louisiana has a stringent Code of Governmental Ethics which contains restrictions concerning conflicts of interest which must be adhered to by “public employees” including State and LWIB members.

**C. Structure/Process for state agencies and state board to collaborate and communicate with each other and with the local workforce investment system**



1. Describe the steps the State will take to improve operational collaboration of the workforce investment activities and other related activities and programs outlined in section 112(b)(8)(A), at both the State and local level (e.g., joint activities, memoranda of understanding, planned mergers, coordinated policies, etc.). How will the State board and agencies eliminate any existing State-level barriers to coordination? (§§111(d)(2) and 112(b)(8)(A).)

The Workforce Commission and agencies involved in workforce development eliminate existing state-level barriers to coordination through the efforts of the Workforce Enterprise Team, including agency directors and/or assistant directors and representatives from the Governor's Office, Department of Labor, Department of Economic Development, Department of Education, Board of Elementary and Secondary Education (BESE), Board of Regents and the Workforce Commission Executive Director. This 'E' Team serves as the Governor's Interagency Coordination team for economic and workforce development. The Team meets on a monthly basis to share information and to develop strategies to maximize the resources of the state's workforce development system and provide direction to the entities involved in workforce development. It is the function of the 'E' Team to ensure that partner agencies cooperate and collaborate to maximize resources and eliminate duplication of efforts wherever possible. They discuss trends and potential solutions to workforce development issues and focuses on pooling the resources of the various partners to maximize results. At the local level, Workforce Investment Boards are encouraged to integrate One-Stop services and maximize partner resources.



**2. Describe the lines of communication established by the Governor to ensure open and effective sharing of information among the State agencies responsible for implementing the vision for the public workforce system and between the State agencies and the State workforce investment board.**

The Enterprise Team meets on a monthly basis. Each partner agency comes to the table prepared to share information and to develop strategies to maximize the resources of the State's workforce development system. Communication from this interagency group is shared to staff at all levels. The Louisiana Workforce Commission Director is a member of the 'E' Team providing a strategic link to the WFC as well as to the local Workforce Investment Areas.

**3. Describe the lines of communication and mechanisms established by the Governor to ensure timely and effective sharing of information between the State agencies/State Board and local workforce investment areas and local Boards. Include types of regularly issued guidance and how Federal guidance is disseminated to local Boards and One-Stop Career Centers. (§112(b)(1).)**

There is a strong link between LDOL and the LWIAs. LDOL houses the Technical Assistance Program Advisors in the One-Stop Centers to provide on-going communication, guidance and technical assistance/support. LDOL staff regularly attends LWIA Board meetings and WIA directors meetings. Communication with the local Workforce Investment Areas occurs on numerous levels. New information and changes to policy and procedures are disseminated through Workforce Investment Instructions. Instructions and pertinent information are available to LWIA electronically through an Intranet system. Monthly meetings are held with WIA Board and Program Directors and Wagner Peyser Regional Managers. In addition, staff from various LDOL programs including Veterans, TAA, and MIS, regularly visit the One Stop Centers.

**4. Describe any cross-cutting organizations or bodies at the State level designed to guide and inform an integrated vision for serving youth in the State within the context of workforce investment, social services, juvenile justice, and education. Describe the membership of such bodies and the functions and responsibilities in establishing priorities and services for youth? How is the State promoting a collaborative cross-agency approach for both policy development and service delivery at the local level for youth? (§112(b)(18)(A).)**

The Louisiana Workforce Commission has formed an interagency workgroup including leaders from partner agencies to address key issues affecting delivery of services to youth. In addition to representatives from state and local agencies, the workgroup includes representatives from the LWIAs, community- and faith-based organizations, non-profits, and leaders from key Pre K-16 educational institutions. Key issues the workgroup is addressing include: developing a strategic plan to meet the objectives of USDOL's youth vision, creating goals for youth services in the state, identifying and assessing the use of resources for youth services statewide, identifying strategies for public involvement, and increasing employer involvement to increase job opportunities for youth.

## **IV. Economic and Labor Market Analysis**

### **A . What is the current makeup of the State's economic base by industry?**

Historically, Louisiana's economy has revolved around its wealth of natural resources, focusing on oil and gas, agriculture, forestry, and fisheries. Like other Southern states, our economic development efforts focused on natural resource extraction and processing and using the low cost of land and lower wage rates to attract manufacturing plants. These manufacturers brought relatively higher paying jobs for our citizens, including many in rural areas, leading to increases in incomes and wealth.

Louisiana's economy has been marked by periods of growth and decline largely tied to the price of oil and gas. The oil and gas reserves have provided the base for the extraction, refining, and related petrochemical industries. Increases in oil and gas prices are accompanied by increases in extraction activities and related increases in construction, shipbuilding, pipeline operation, oilfield instrumentation and machinery production, and water and helicopter transportation. Growth in this arena leads to accompanying growth in trade, services, and banking as well as increased revenues for the state. When the oil prices decline over a period of time, there is a decline in all the same activities that ride the wave up. Although our economy today is not as closely tied to oil prices as it once was, there is a strong link.

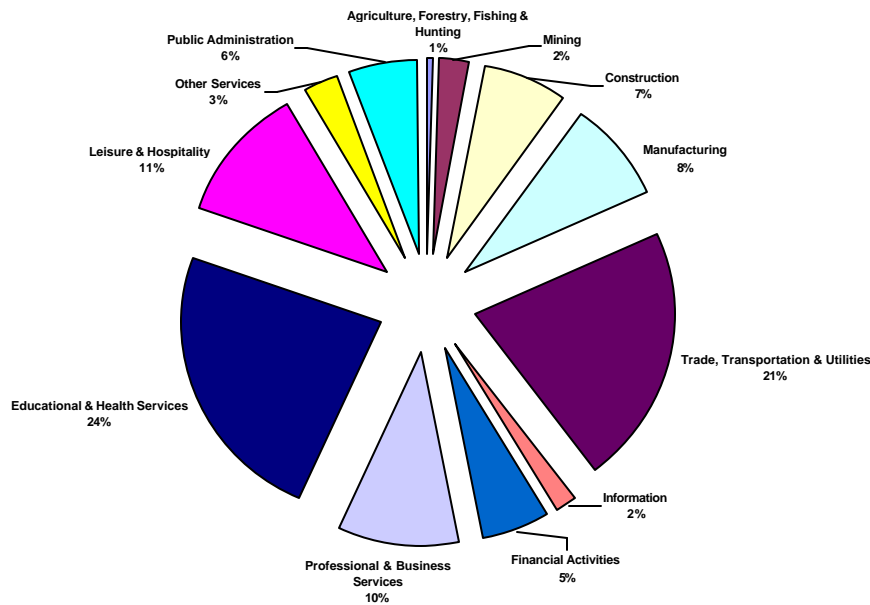
A look at statistics on Louisiana's economy today indicates that manufacturing employment and payroll are still dominated by oil and gas and related industries and transportation equipment. Chemical and allied products and petroleum refining account for almost 24 percent of manufacturing employment and 35.3 percent of payroll. When transportation equipment (primarily shipbuilding) is included, the numbers jump to 37.7 percent of manufacturing employment and 49 percent for payroll.

Petroleum products, petrochemical manufacturing, and oil and gas mining output together account for 19.4 percent of Louisiana's total gross state product (GSP). While these industries remain important to Louisiana employers, there has been a major economic development effort to diversify the state's economy.

Oil and gas (exploration, product, and refining), chemicals, and related industries are tremendously important to the state. They are technology-intensive and provide many high quality jobs. While we must work hard to retain and expand jobs in these high paying industries, their growth rates are expected to be relatively flat in the coming years. As a result, the state must look to other high growth, high wage industries to provide additional jobs for our citizens.

While manufacturing jobs are very important because they pay relatively higher wages and stimulate other economic activity, services are a much larger and faster growing segment of the state's economy. Based on 2003 annual average employment figures, the goods producing super sector makes up 18.3% of the economy's employment, while the service producing super sector makes up 81.7%. The different industry sectors are shown below.

### Louisiana 2003 Annual Average Employment by Summary Sectors



**Table 1: Louisiana 2003 Annual Average Employment by Industry Sector**

| Industry Sector                           | Employment<br>1,855,667 | Percent of State<br>Total Employment |
|---|-------------------------|--------------------------------------|
| <b>Goods Producing</b>                    |                         |                                      |
| Agriculture, Forestry, Fishing, & Hunting | 12,000                  | 0.6%                                 |
| Mining                                    | 44,104                  | 2.4%                                 |
| Construction                              | 128,483                 | 6.9%                                 |
| Manufacturing                             | 155,900                 | 8.4%                                 |
| <b>Service Providing</b>                  |                         |                                      |
| Utilities                                 | 15,483                  | 0.8%                                 |
| Wholesale Trade                           | 75,687                  | 4.1%                                 |
| Retail Trade                              | 224,799                 | 12.1%                                |
| Transportation and Warehousing            | 79,703                  | 4.3%                                 |
| Utilities                                 | 15,483                  | 0.8%                                 |
| Information                               | 32,040                  | 1.7%                                 |
| Finance and Insurance                     | 64,363                  | 3.5%                                 |
| Real Estate and Rental and Leasing        | 35,272                  | 1.9%                                 |
| Professional and Technical Services       | 71,851                  | 3.9%                                 |
| Management of Companies & Enterprises     | 21,583                  | 1.2%                                 |
| Administrative and Waste Services         | 91,038                  | 4.9%                                 |
| Educational Services                      | 175,994                 | 9.5%                                 |
| Health Care and Social Assistance         | 260,205                 | 14.0%                                |
| Arts, Entertainment, and Recreation       | 46,534                  | 2.5%                                 |
| Accommodation and Food Services           | 46,534                  | 2.5%                                 |
| Other Services                            | 52,485                  | 2.8%                                 |
| Public Administration                     | 104,315                 | 5.6%                                 |

Relative to the rest of the country, income measures show that Louisiana's citizens are not generating as much income as those in other states. These lower incomes inevitably lead to a

lower quality of life and standard of living. In 2004, Louisiana ranked 42<sup>th</sup> among the states with per capita personal income (PCPI) of \$27,581 compared to \$32,937 for the nation (U.S. Department of Commerce, Bureau of Economic Analysis). The 2004 PCPI for Louisiana increased 4.8 percent from 2003 as compared to the national change of 4.7 percent. We have been moving in the right direction, but at 84 percent of the national average, there is still a long way to go.

While many of our citizens have quality jobs, 17.0 percent of our citizens were living below the poverty level in 2003. Not only is this an unacceptably high percentage of citizens living in poverty, it also means that approximately one-sixth of our population is contributing little to Louisiana's economy. Moving people out of poverty not only elevates their quality of life, but it also reduces the state and federal economic burden for healthcare, housing, food stamps, and welfare. In order to improve the lives of all citizens, we must increase their incomes, which requires that we move more of the population into our mainstream economy. This is a major challenge for Louisiana in the coming years.

## **B. What industries/occupations are projected to grow/decline in the short term and over next decade?**

### **Growth**

Using the Quarterly Census of Employment and Wages data, 313 four-digit NAICS code industries are identified at the state level. Eleven industries had zero change in employment between 1990 and 2002. Of the total number of industries, 64% added jobs between 1990 and 2002, and 32% of the industries showed job declines. In actual additions during this period, the cluster of industries adding employment showed an annualized average increase of about 33,000 jobs. The following table ranks the top ten industries in terms of numbers of jobs added.

Table IV-2-1: Top Job Generators from 1990-2002

| NAICS Code<br>(4-digit) | Industry                                    | Rank |
|-------------------------|---|------|
| 722100                  | Full-Service Restaurants                    | 1    |
| 722200                  | Limited-Service Eating Places               | 2    |
| 920000                  | Local Government, Administration & Services | 3    |
| 713200                  | Gambling Industries                         | 4    |
| 622100                  | General Medical & Surgical Hospitals        | 5    |
| 561300                  | Employment Services                         | 6    |
| 551100                  | Management of Companies & Enterprises       | 7    |
| 611100                  | Elementary and Secondary Schools            | 8    |
| 238200                  | Building Equipment Contractors              | 9    |
| 623100                  | Nursing Care Facilities                     | 10   |

The 2002-2012 projections for Louisiana identified some of the same industries with the top job generators. However, some industries moved up into the top ten. They are Offices of Physicians, Home Health Care Services, and Services to Buildings and Dwellings. A full list of the top ten is shown in the table below, along with the ranking based on anticipated growth.

Table IV-2-2: Louisiana Top 10 Growing Industries Based on 2002-2012 Prelim. Projections

| NAICS code (4-digit) | Industry  | Rank |
|----------------------|---|------|
| 722100               | Full-Service Restaurants                            | 1    |
| 722200               | Limited-Service Eating Places                       | 2    |
| 561300               | Employment Services                                 | 3    |
| 622100               | General Medical and Surgical Hospitals              | 4    |
| 621100               | Offices of Physicians                               | 5    |
| 920000               | Local Government, Excluding Education and Hospitals | 6    |
| 621600               | Home Health Care Services                           | 7    |
| 238200               | Building Equipment Contractors                      | 8    |
| 561700               | Services to Buildings and Dwellings                 | 9    |
| 623100               | Nursing Care Facilities                             | 10   |

In addition, Louisiana Economic Development has identified industries on which to concentrate its targeted clustering approach. These include the traditional industries as well as new seed industries that have strong foundations in technology and research. The following targeted industries are in a priority list for the state's Economic Development.

- 1) We must continue to support our oil, gas, and energy technologies since Louisiana has a continued reliance on this industry. Louisiana must develop alternative and renewable technologies for future economic development and train workers for replacement in the industry. The energy, oil and gas industry sector in Louisiana currently represents more than 3,000 companies with 90,000 employees and \$4.9 billion in wages. The average annual salary for employees in this industry sector is approximately \$54,000.
- 2) Louisiana has a strong chemical industry that includes petroleum and chemical manufacturing companies and the various support companies which include environmental transportation, and wholesale and business services. This industry needs a technically oriented workforce. The chemical industry needs chemical workers who are capable of replacing present workers. Louisiana must create various educational programs to target this industry and create workers with the needed technical skills to help them to be competitive in the global economy. The petrochemical and environmental technology industry sector in Louisiana currently represents approximately 650 companies with 22,000 employees and \$1.5 billion in wages. The average annual salary for employees in this industry sector is approximately \$63,000.
- 3) Louisiana has many durable goods industries to include shipbuilding, aviation, automobile and steel fabrication manufacturing. This sector is and will continue to be, one of the mainstays of Louisiana's economy. In order to enhance durable goods, the state must develop programs to help train workers for the present and future durable goods manufacturing. The durable goods industry sector in Louisiana currently represents approximately 1,250 companies with 40,000 employees and \$1.5 billion in wages. The average annual salary for employees in this industry sector is approximately \$37,000.
- 4) Biomedical and Biotechnology are two areas of the healthcare industry that must be expanded and facilitated to help expand their present base in Louisiana. However, a major challenge for Louisiana's overall healthcare industry is the lack of skilled technical workers. There is a need to increase the number and quality of education

- and training of personnel in order for the state to remain competitive both economically as well as provide its citizens with necessary health services. The biotechnology / biomedical industry sector in Louisiana currently represents approximately 550 companies with 5,500 employees and \$190 million in wages. The average annual salary for employees in this industry sector is approximately \$35,000.
- 5) The technology sector consist of several various industries with abilities to support all of the other industries in Louisiana. Information and communication technologies are needed in every area to access and share information that is vital in global competition. Automation and robotics as well as nanotechnology all will contribute to the future economic development of Louisiana. Because these are new and expanding technologies it is important that an educated and well-trained workforce is provided for employers in these fields. The information technology industry sector in Louisiana currently represents approximately 2,200 companies with 27,000 employees and \$1.1 billion in wages. The average annual salary for employees in this industry sector is approximately \$40,000.
  - 6) Advanced materials is another enabling technology. It, like the other technology sectors add value to existing industry and also spawn new users for products and services. Recognizing the importance of future technology sectors, Louisiana should place emphasis in pursuing research in all of these areas in anticipation of future investment and jobs. The advanced materials industry sector in Louisiana currently represents approximately 500 companies with 15,000 employees and \$720 million in wages. The average annual salary for employees in this industry sector is approximately \$49,000.
  - 7) Transportation and logistics plays a significant role in the Louisiana economy. Louisiana's infrastructure is one of its most important economic development areas. Louisiana's installed infrastructures bring energy and other materials to millions of American homes and exports millions of tons throughout the world. Louisiana must create the necessary technical, merchant and entrepreneurial class through education and training which can support its present infrastructure and increase international trade in all geographical and commodity areas. The logistics and transportation industry sector in Louisiana currently represents approximately 8,400 companies with 122,000 employees and \$4.6 billion in wages. The average annual salary for employees in this industry sector is approximately \$38,000.
  - 8) Agriculture, forestry, fisheries, and food processing continue to remain important sectors in the Louisiana economy. The Louisiana universities should continue to produce not only basic research but to increase applied research for the needed technologies of the various related industries. The agriculture, food and forestry industry sector in Louisiana currently represents approximately 2,200 companies with 50,000 employees and \$1.7 billion in wages. The average annual salary for employees in this industry sector is approximately \$33,000.
  - 9) The entertainment industry must be an important industry to diversify the economy. Job training in particular areas of the industry should be made available to help stimulate the various entertainment segments. The entertainment industry sector in Louisiana currently represents approximately 250 companies with 3,000 employees and \$42 million in wages. Because the data does not differentiate between full-time and part-time (such as movie extras) employees, it is difficult to calculate an average annual salary for this sector. However, the recent increase in film and television activity in the state has had a tremendous impact on entertainment-related revenues.

Film and television projects alone generated \$357 million in direct economic impact to Louisiana in 2005.

Louisiana must concentrate its workers skills to create a competitive workforce that can compete in today's global economy. Many of these skills are rudimentary and emphasis, as shown in the Governor's priority focus areas, should be on basic education K-12 with Pre-K being a predetermined factor. Although quantitative performance is important, it is the quality in all aspects of the workforce that separate the leader from the pack

## Decline

During the 1990-2002 period, 100 four-digit NAICS code Louisiana industries sectors experienced a net loss of employment. The average annualized statewide net loss was about 8,000 jobs. The ten industries that suffered most of the losses are listed in the following table.

Table IV-2-3: Industries Losing the Most as Job Generators 1990-2002

| NAICS code<br>(4-digit) | Industry   | Rank |
|-------------------------|--|------|
| 211100                  | Oil and Gas Extraction                                 | 1    |
| 315200                  | Cut and Sew Apparel Manufacturing                      | 2    |
| 452100                  | Department Stores                                      | 3    |
| 445100                  | Grocery Stores   | 4    |
| 237100                  | Utility System Construction                            | 5    |
| 517100                  | Wired Telecommunications Carriers                      | 6    |
| 315100                  | Apparel Knitting Mills                                 | 7    |
| 425100                  | Wholesale Electronic Markets & Agents Brokers          | 8    |
| 920000                  | Federal Government, Administration & Services          | 9    |
| 221100                  | Electric Power Generation, Transmission & Distribution | 10   |

The 2002-2012 Louisiana preliminary projections also identified the industries with a contraction of jobs. Some of the industries that have been added to the declining job category are Psychiatric and Substance Abuse Hospitals, Insurance Carriers, Crop Production, Self-Employed Workers. The ten industries with a loss of jobs, along with their ranking, are listed in the table below.

Table IV-2-4: Industries Losing the Most as Job Generators Based on 2002-2012 Prelim. Projections

| NAICS code<br>(4-digit) | Industry   | Rank |
|-------------------------|--|------|
| 315200                  | Cut and Sew Apparel Manufacturing                        | 1    |
| 622200                  | Psychiatric and Substance Abuse Hospitals                | 2    |
| 211100                  | Oil and Gas Extraction                                   | 3    |
| 524100                  | Insurance Carriers                                       | 4    |
| 111000                  | Crop Production  | 5    |
| 920000                  | Federal Government, Excluding Postal Service             | 6    |
| 221100                  | Electric Power Generation, Transmission and Distribution | 7    |
| 425100                  | Wholesale Electronic Markets and Agents Brokers          | 8    |
|                         | Self-Employed Workers, Primary Job                       | 9    |
| 445100                  | Grocery Stores   | 10   |

When we look specifically at the occupations that are expected to grow over the next decade, they relate to the industry sectors found in Table IV-2-2. The table below provides the top ten occupations based on the Louisiana preliminary projections for 2002-2012.

**Table IV-2-5: Top Ten 2002-2012 Louisiana Prelim. Projected Growth Occupational Titles**

| <b>Standard Occupational Classification (SOC)</b> | <b>Occupational Title</b>  | <b>Projected Growth</b> |
|---|--|-------------------------|
| 35-3031   | Waiters and Waitresses   | 9,677                   |
| 29-1111   | Registered Nurses  | 8,786                   |
| 35-3021   | Combined Food Preparation and Serving Workers, Including Fast Food | 7,435                   |
| 11-1021   | General and Operations Managers                                    | 6,857                   |
| 41-2011   | Cashiers   | 5,280                   |
| 41-2031   | Retail Salespersons  | 5,243                   |
| 35-2021   | Food Preparation Workers   | 4,964                   |
| 37-2011   | Janitors and Cleaners, Except Maids and Housekeepers               | 4,615                   |
| 31-1012   | Nursing Aides, Orderlies, and Attendants                           | 4,393                   |
| 53-3032   | Truck Drivers, Heavy and Tractor-Trailer                           | 4,135                   |

When we look at the occupational titles losing jobs based on the 2002-2012 Louisiana preliminary projections, many of which cannot be tied directly to the industry sectors that are declining, we find that office workers seem to be declining. In the table below you will find the ten occupational titles losing jobs.

**Table IV-2-6: Ten Occupational Titles Losing Jobs Based on 2002-2012 Louisiana Prelim. Projections**

| <b>Standard Occupational Classification (SOC)</b> | <b>Occupational Title</b>  | <b>Job Loss</b> |
|---|--|-----------------|
| 43-4131   | Loan Interviewers and Clerks   | -296            |
| 43-4151   | Order Clerks   | -306            |
| 43-6000   | Secretaries and Administrative Assistants                            | -356            |
| 43-9011   | Computer Operators   | -374            |
| 41-9091   | Door-to-Door Sales Workers, News & Street Vendors, & Related Workers | -386            |
| 45-3011   | Fishers and Related Fishing Workers                                  | -557            |
| 35-2012   | Cooks, Institution and Cafeteria                                     | -1196           |
| 43-9022   | Word Processors and Typists  | -1269           |
| 43-5081   | Stock Clerks and Order Fillers                                       | -2060           |
| 43-6014   | Secretaries, Except Legal, Medical, and Executive                    | -2830           |

### **Short Term Growth**

Labor shortages can seriously impede economic growth and development; if labor is scarce, new firms cannot open and existing firms cannot expand. Labor shortage also indicates a general mismatch between worker supply and demand. Reported open-for-hire vacancies provide the most direct evidence of a labor shortage. A job vacancy survey is one way of determining the number and types of jobs available in specific industries at a specific point in time.

The Louisiana Department of Labor's Research and Statistics Unit conducts Job Vacancy Surveys semi-annually in cooperation with the Office of Workforce Development. The results of these surveys provides information into the number of vacancies by major occupational group. The table below indicates the number of vacancies in each major



occupational group and the vacancy rate, which is the number of vacancies divided by the total employment in that occupation group.

Table IV-2-7: Second Quarter 2004 Job Vacancy Survey Results by Major Occupational Group

| <b>Major Occupational Group</b>               | <b>Number of Vacancies</b> | <b>Vacancy Rate</b> |
|---|----------------------------|---------------------|
| Sales and Related                             | 11,547                     | 6.19%               |
| Transportation and Material Moving            | 6,723                      | 4.64%               |
| Food Preparation and Serving Related          | 6,659                      | 4.04%               |
| Office and Administrative Support             | 5,649                      | 1.86%               |
| Construction and Extraction                   | 4,022                      | 3.39%               |
| Production                                    | 3,862                      | 3.06%               |
| Installation, Maintenance and Repair          | 3,598                      | 3.86%               |
| Personal Care and Service                     | 3,208                      | 6.59%               |
| Healthcare Practitioner and Technical         | 2,884                      | 2.75%               |
| Building & Grounds Cleaning & Maintenance     | 2,161                      | 3.52%               |
| Management                                    | 1,904                      | 1.77%               |
| Healthcare Support                            | 1,615                      | 3.09%               |
| Protective Service                            | 851                        | 1.52%               |
| Business and Financial Operations             | 830                        | 1.64%               |
| Education, Training and Library               | 640                        | 0.58%               |
| Computer and Mathematical Science             | 542                        | 3.10%               |
| Arts, Design, Entertainment, Sports and Media | 497                        | 3.45%               |
| Architecture and Engineering                  | 357                        | 1.18%               |
| Community and Social Services                 | 225                        | 0.95%               |
| Farming, Fishing and Forestry                 | 180                        | 2.65%               |
| Life, Physical and Social Science             | 143                        | 1.10%               |
| Legal   | 101                        | 0.75%               |

### **C. In what industries/occupations is there a demand for skilled workers and available jobs both today and projected over the next decade? In what numbers?**

When we look at the demand for skilled workers today, one of the best sources of data for Louisiana is the 2<sup>nd</sup> Quarter 2004 Job Vacancy Survey. The industry group that shows the greatest number of vacancies was in Trade, Transportation and Utilities. The smallest number of vacancies was in the Natural Resources and Mining group. A list of the industry groups, ranked in order of the highest number of vacancies is shown in the table below. The vacancy rate is also provided. The vacancy rate is the number of vacancies divided by the total employment in the industry group.

Table IV-3-1: Louisiana Vacancies by Industry Group 2<sup>nd</sup> Quarter 2004 Survey

| <b>Industry Group</b>               | <b>Number of Vacancies</b> | <b>Vacancy Rate</b> |
|-------------------------------------|----------------------------|---------------------|
| Trade, Transportation and Utilities | 13,547                     | 3.4%                |
| Leisure and Hospitality             | 10,394                     | 5.04%               |
| Education and Health Services       | 8,080                      | 1.82%               |
| Financial Activities                | 7,055                      | 7.04%               |
| Construction                        | 5,127                      | 3.99%               |
| Professional and Business Services  | 5,028                      | 2.73%               |
| Other Services                      | 3,789                      | 7.08%               |
| Manufacturing                       | 3,269                      | 2.10%               |
| Information                         | 1,530                      | 4.79%               |
| Natural Resources and Mining        | 1,093                      | 1.95%               |

We also can determine the need of employees by the number of vacancies in the occupational groups. This information was obtained from the 2<sup>nd</sup> Quarter 2004 Job Vacancy Survey. One can see that the largest occupational group is in Sales and Related, which is part of the industry group of Trade, Transportation and Utilities. The table below shows the current demand for employees in these occupational groups.

Table IV-3-2: Second Quarter 2004 Job Vacancy Survey Results by Major Occupational Group

| <b>Major Occupational Group</b>               | <b>Number of Vacancies</b> | <b>Vacancy Rate</b> |
|---|----------------------------|---------------------|
| Sales and Related                             | 11,547                     | 6.19%               |
| Transportation and Material Moving            | 6,723                      | 4.64%               |
| Food Preparation and Serving Related          | 6,659                      | 4.04%               |
| Office and Administrative Support             | 5,649                      | 1.86%               |
| Construction and Extraction                   | 4,022                      | 3.39%               |
| Production                                    | 3,862                      | 3.06%               |
| Installation, Maintenance and Repair          | 3,598                      | 3.86%               |
| Personal Care and Service                     | 30208                      | 6.59%               |
| Healthcare Practitioner and Technical         | 2,884                      | 2.75%               |
| Building & Grounds Cleaning & Maintenance     | 2,161                      | 3.52%               |
| Management                                    | 1,904                      | 1.77%               |
| Healthcare Support                            | 1,615                      | 3.09%               |
| Protective Service                            | 851                        | 1.52%               |
| Business and Financial Operations             | 830                        | 1.64%               |
| Education, Training and Library               | 640                        | 0.58%               |
| Computer and Mathematical Science             | 542                        | 3.10%               |
| Arts, Design, Entertainment, Sports and Media | 497                        | 3.45%               |
| Architecture and Engineering                  | 357                        | 1.18%               |
| Community and Social Services                 | 225                        | 0.95%               |
| Farming, Fishing and Forestry                 | 180                        | 2.65%               |
| Life, Physical and Social Science             | 143                        | 1.10%               |
| Legal   | 101                        | 0.75%               |

What we can expect for the next decade is found in the information provide in question IV-2 in the preliminary projection figures for the period 2002-2012. The projected demand in the healthcare industry seems to be even greater than what is projected based on the results of the 2<sup>nd</sup> quarter 2004 Job Vacancy Survey.

#### **D. What jobs/occupations are most critical to the State's economy?**

While projection figures can provide estimates of occupations that are growing or declining based on historical industry trends, only industry can provide insight on those occupations that are "critical" for the economic health of that industry. One such industry that has been identified is health services. In August of 2002, the newly formed Health Works Commission, authorized by Act 157 of the 2002 Louisiana Legislature, began their work.

The purpose of the Health Works Commission is to serve as a collaborative working group to integrate and coordinate resources relative to health care workforce development within various state departments and key organizations. The Health Works Commission was also assigned the task of addressing the workforce issues in the health care industry in Louisiana, supporting the education of future health care workers, and working to improve the image of health care professions in Louisiana. The commission reports periodically to the Senate Committee on Health

and Welfare and the House Committee on Health and Welfare, the Senate Committee on Labor and Industrial Relations, and the House Committee on Labor and Industrial Relations all accomplishments and recommendations of the commission including an annual report to both committees. The commission submitted its initial annual report to the committees on February 1, 2003.

The commission made recommendations on the following workforce issues:

- (1) Programs to recruit and retain health care professionals in the Louisiana workforce.
- (2) Models for predicting the supply and demand for health care workers in the state through 2005 and beyond.
- (3) Incentives for health care workers to practice in Louisiana's medically underserved areas.

The commission also made recommendations on the following education issues:

- (1) Increasing the capacity of existing education programs to maintain or increase the supply of health care professionals in Louisiana.
- (2) Incentive programs for faculty retention.
- (3) Strategies to increase access of individuals to appropriate entry level educational programs.
- (4) Recruitment and retention models for students in the health care field.

The Supply and Demand Databases and Modeling is one of the sub committees of this commission. LDOL's Research and Statistics staff provided support and information, including current long-term occupational projections, wages and other state comparison data, in order for the committee to narrow the scope of occupations in the health care industry that would be a priority focus. Those occupations are:

|                           |                      |
|---------------------------|----------------------|
| Registered Nurses         | Pharmacist           |
| Licensed Practical Nurse  | Physician Assistant  |
| Radiological Technologist | Medical Technologist |
| Respiratory Therapist     | Nursing Assistant    |
| Physical Therapist        | Physician            |

Another area that has been called to attention is the petroleum/chemical industry. In the 2004 legislative session, House Concurrent Resolution 322 was passed to create a state task force on Energy Sector Workforce and Economic Development. The need of these efforts is fueled by workforce-related changes such as retirement-driven attrition leading to the need to recruit and train a new workforce and the incorporation and expansion of automation and new technology.

Preliminary projections data for the period 2002 to 2012 predict little or no growth for primary occupations in the petroleum/chemical industry. However, replacement needs over the same period are estimated at 4,290 jobs.

| Standard Occupational Code (SOC) | Occupational Title                       | 2002-2012 Projected Growth | 2002-2012 Replacement |
|----------------------------------|--|----------------------------|-----------------------|
| 51-8091                          | Chemical Plant and System Operators      | 10                         | 1680                  |
| 51-8092                          | Gas Plant Operators                      | 0                          | 240                   |
| 51-8093                          | Petroleum Pump System Operators          | 0                          | 1630                  |
| 51-9011                          | Chemical Equipment Operators and Tenders | 10                         | 740                   |

**E. What are the skill needs for the available, critical and projected jobs?**

Technology requirements of current jobs and developing new jobs require our workforce to consistently upgrade their skills. The skill needs for the available, critical and projected jobs in the health care industry are presented in the tables below. The first table contains the knowledge that is required for the health care occupations in demand, while the second table provides skill needs for these occupations.

**III. Table IV-5-1: Knowledge Required for Health Care Occupations**

|                             | R<br>N | LPN | Radiology<br>Tech. | Respiratory<br>Therapist | Physical<br>Therapist | Pharmacist | Physician<br>Assistant | Med<br>Tech | Nursing<br>Assistant | Physician |
|-----------------------------|--------|-----|--------------------|--------------------------|-----------------------|------------|------------------------|-------------|----------------------|-----------|
| Medical & Dentistry         | X      | X   | X                  | X                        | X                     | X          | X                      |             | X                    | X         |
| Psychology                  | X      | X   | X                  | X                        | X                     | X          | X                      |             |                      | X         |
| Customer & Personal Service | X      | X   | X                  | X                        | X                     | X          | X                      | X           | X                    | X         |
| English Language            | X      | X   | X                  | X                        | X                     | X          | X                      | X           | X                    | X         |
| Biology                     | X      |     |                    | X                        | X                     | X          | X                      | X           |                      | X         |
| Therapy & Counseling        | X      | X   |                    |                          | X                     |            | X                      |             |                      | X         |
| Mathematics                 | X      | X   | X                  | X                        |                       | X          |                        | X           |                      |           |
| Education & Training        | X      | X   |                    | X                        | X                     | X          |                        | X           | X                    |           |
| Sociology & Anthropology    | X      |     |                    |                          | X                     |            |                        |             |                      |           |
| Public Safety & Security    |        | X   |                    |                          |                       |            |                        | X           |                      |           |
| Administration & Management |        | X   |                    |                          |                       | X          |                        |             |                      |           |
| Chemistry                   |        | X   |                    | X                        |                       | X          | X                      | X           |                      | X         |
| Physics                     |        |     | X                  | X                        |                       |            |                        |             |                      |           |
| Computers & Electronics     |        |     | X                  |                          |                       | X          |                        | X           |                      |           |
| Mechanical                  |        |     |                    | X                        |                       |            |                        | X           |                      |           |

**IV. Table IV-5-2: Skills Required for Health Care Occupations**

|                                    | R<br>N | LPN | Radiology<br>Tech. | Respiratory<br>Therapist | Physical<br>Therapist | Pharmacist | Physician<br>Assistant | Med<br>Tech | Nursing<br>Assistant | Physician |
|------------------------------------|--------|-----|--------------------|--------------------------|-----------------------|------------|------------------------|-------------|----------------------|-----------|
| Active Listening                   | X      | X   | X                  | X                        | X                     | X          | X                      | X           | X                    | X         |
| Reading<br>Comprehension           | X      | X   | X                  | X                        | X                     | X          | X                      | X           | X                    | X         |
| Critical<br>Thinking               | X      | X   | X                  | X                        | X                     | X          | X                      | X           |                      | X         |
| Instructing                        | X      |     | X                  | X                        | X                     | X          |                        |             | X                    |           |
| Speaking                           | X      | X   | X                  | X                        | X                     | X          | X                      |             | X                    | X         |
| Time<br>Management                 | X      | X   | X                  | X                        | X                     |            | X                      |             | X                    | X         |
| Service<br>Orientation             | X      | X   |                    |                          |                       |            |                        |             | X                    |           |
| Monitoring                         | X      | X   | X                  | X                        | X                     |            |                        |             | X                    |           |
| Social<br>Perceptiveness           | X      |     | X                  |                          |                       | X          |                        |             | X                    |           |
| Writing                            | X      | X   |                    |                          |                       | X          | X                      |             | X                    | X         |
| Judgment and<br>Decision<br>Making |        | X   |                    |                          |                       |            | X                      |             |                      | X         |
| Active Learning                    |        | X   | X                  | X                        | X                     | X          | X                      |             |                      | X         |
| Coordination                       |        |     | X                  |                          |                       |            | X                      |             | X                    | X         |
| Learning<br>Strategies             |        |     |                    |                          | X                     |            |                        |             |                      |           |
| Troubleshooting                    |        |     |                    | X                        |                       |            |                        | X           |                      |           |
| Science                            |        |     |                    |                          | X                     | X          | X                      | X           |                      | X         |
| Operation<br>Monitoring            |        |     |                    | X                        |                       |            |                        | X           |                      |           |
| Mathematics                        |        |     |                    |                          |                       | X          |                        |             |                      |           |
| Quality Control<br>Analysis        |        |     |                    |                          |                       |            |                        | X           |                      |           |
| Operations &<br>Control            |        |     |                    |                          |                       |            |                        | X           |                      |           |
| Equipment<br>Maintenance           |        |     |                    |                          |                       |            |                        | X           |                      |           |
| Complex<br>Problem Solving         |        |     |                    |                          |                       |            |                        | X           |                      |           |

The skill needs for the available, critical and projected jobs in other industries are presented in the tables below. The first table contains the knowledge that is required for occupations in demand in industries other than health care, while the second table provides skill needs for these occupations.

**Table IV-5-3: Knowledge Required for Projected Top Growth Occupations Excluding Health Care**

|                              | Waiters &<br>Waitresses | Combined<br>Food<br>Preparation<br>& Serving<br>Workers | General &<br>Operations<br>Managers | Cashiers | Retail<br>Salespersons | Food<br>Preparation<br>Workers | Janitors &<br>Cleaners,<br>Except Maids<br>&<br>Housekeepers | Truck<br>Drivers,<br>Heavy<br>and<br>Tractor-<br>Trailer |
|------------------------------|-------------------------|---|-------------------------------------|----------|------------------------|--------------------------------|--|--|
| Customer/Personal<br>Service | X                       | X   | X                                   | X        | X                      | X                              | X  |  |
| Sales & Marketing            | X                       | X   | X                                   |          | X                      |                                |  |  |
| English Language             | X                       |   | X                                   | X        | X                      | X                              |  |  |
| Food Production              | X                       | X   |                                     |          |                        | X                              |  |  |

|                                |  |   |   |   |   |   |   |   |
|--------------------------------|--|---|---|---|---|---|---|---|
| Mathematics                    |  | X | X | X | X | X |   |   |
| Administration/<br>Management  |  | X | X |   | X | X |   |   |
| Production &<br>Processing     |  | X | X |   |   |   |   |   |
| Law &<br>Government            |  |   | X |   |   |   |   | X |
| Personnel &<br>Human Resources |  |   | X |   |   |   |   |   |
| Economics &<br>Accounting      |  |   | X |   |   |   |   |   |
| Public Safety &<br>Security    |  |   | X | X |   |   |   | X |
| Education &<br>Training        |  |   |   | X | X |   |   |   |
| Mechanical                     |  |   |   |   |   |   | X | X |
| Chemistry                      |  |   |   |   |   |   | X |   |
| Transportation                 |  |   |   |   |   |   |   | X |
| Geography                      |  |   |   |   |   |   |   | X |
| Clerical                       |  |   |   |   |   |   |   | X |

**Table IV-5-4: Skills Required for Projected Top Growth Occupations Excluding Health Care**

|   | Waiters &<br>Waitresses | Combined<br>Food<br>Preparation<br>& Serving<br>Workers | General &<br>Operations<br>Managers | Cashiers | Retail<br>Salespersons | Food<br>Preparation<br>Workers | Janitors &<br>Cleaners,<br>Except Maids<br>&<br>Housekeepers | Truck<br>Drivers,<br>Heavy<br>and<br>Tractor-<br>Trailer |
|---|-------------------------|---|-------------------------------------|----------|------------------------|--------------------------------|--|--|
| Active Listening                        | X                       | X   | X                                   | X        | X                      | X                              |  |  |
| Speaking                                | X                       | X   | X                                   | X        | X                      | X                              |  |  |
| Service Orientation                     | X                       | X   |                                     | X        |                        | X                              |  |  |
| Social<br>Perceptiveness                | X                       | X   |                                     | X        | X                      | X                              |  |  |
| Coordination                            | X                       |   |                                     |          |                        | X                              |  |  |
| Reading<br>Comprehension                | X                       |   | X                                   |          | X                      | X                              |  | X  |
| Instructing                             | X                       | X   |                                     | X        | X                      | X                              |  |  |
| Critical Thinking                       | X                       |   |                                     | X        | X                      |                                |  |  |
| Learning Strategies                     | X                       |   |                                     | X        |                        | X                              |  |  |
| Time Management                         | X                       |   | X                                   |          |                        |                                |  |  |
| Mathematics                             |                         | X   |                                     | X        | X                      | X                              |  | X  |
| Management of<br>Personnel<br>Resources |                         |   | X                                   |          |                        |                                |  |  |
| Monitoring                              |                         |   | X                                   |          |                        |                                |  |  |
| Judgment &<br>Decision Making           |                         |   | X                                   |          | X                      |                                |  |  |
| Management of<br>Financial<br>Resources |                         |   | X                                   |          |                        |                                |  |  |
| Active Learning                         |                         |   | X                                   |          |                        |                                |  |  |
| Production &<br>Processing              |                         |   |                                     |          |                        |                                |  |  |
| Writing                                 |                         |   |                                     |          | X                      |                                |  | X  |
| Equipment                               |                         |   |                                     |          |                        |                                | X  | X  |

|                     |  |  |   |  |  |  |   |   |
|---------------------|--|--|---|--|--|--|---|---|
| Maintenance         |  |  |   |  |  |  |   |   |
| Repairing           |  |  |   |  |  |  | X |   |
| Troubleshooting     |  |  |   |  |  |  | X |   |
| Operation & Control |  |  |   |  |  |  |   | X |
| Persuasion          |  |  | X |  |  |  |   |   |

The skill needs for the available and critical jobs in the petro-chemical industry are presented in the tables below. The first table contains the knowledge that is required for occupations in demand in this industry, while the second table provides skill needs for these occupations.

**Table IV-5-5: Knowledge Required for Petro-Chemical Occupations**

|                          | Chemical Plant & Systems Operators | Gas Plant Operators | Petroleum Pump System Operators, Refinery Operators, & Gaugers | Chemical Equipment Operators and Tenders |
|--------------------------|------------------------------------|---------------------|--|--|
| Mathematics              | X                                  | X                   | X  | X  |
| Production & Processing  | X                                  | X                   |  |  |
| Public Safety & Security | X                                  |                     |  |  |
| Mechanical               | X                                  | X                   | X  | X  |
| Chemistry                | X                                  | X                   | X  | X  |
| Engineering & Technology | X                                  | X                   |  |  |
| Clerical                 |                                    |                     | X  |  |

**F. What are the current/projected demographics of the available labor pool (including incumbent workforce) both now and over the next decade?**

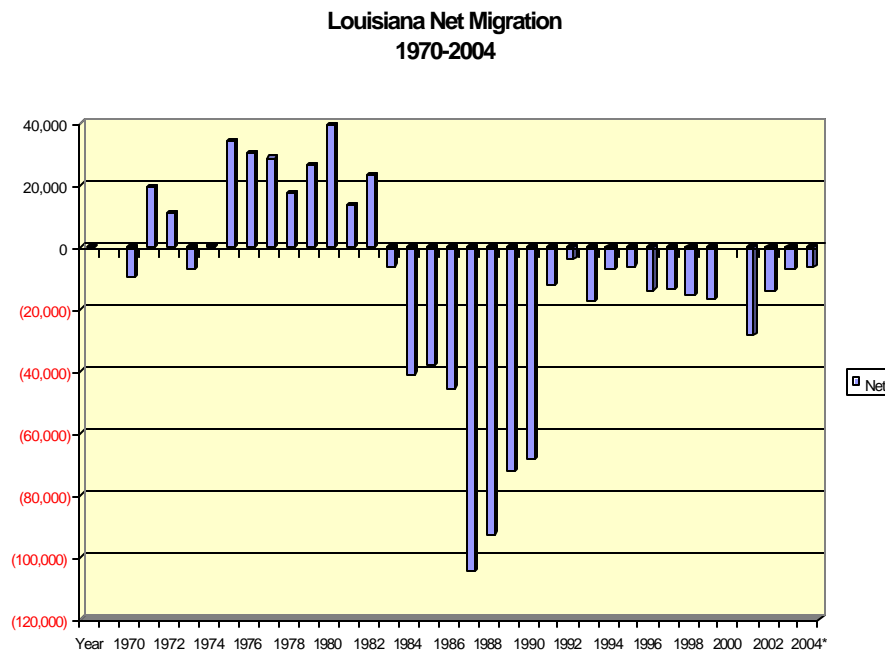
A fundamental demographic shift is occurring in Louisiana that may cloud overall state economic development efforts. High negative migration rates in the state's 20-35 age cohorts for the past two decades, along with the national problem of the aging of the "baby boomer" population, will impact Louisiana's industries ability to replace retiring workers during the forecast period. In current projections the 15-44 age cohort is expected to decrease by 64,000, and the 45-64 age cohort is expected to increase by 210,000. The ratio of 15-29 years old compared to the 55-68 year old has continued to decline from 2.5 in 1980, to 1.8 in 2000, and 1.3 projected for 2012. Population aging is a major labor force issue for the current projection period.

**G. Is the state experiencing any "in migration" or "out migration" of workers that impact the labor pool?**

Louisiana is the nation's 23<sup>rd</sup> most populous state according to the 2003 population estimate of 4,496,000. Population changes in Louisiana are a function of two elements: (1) the natural population growth (births minus deaths), and (2) net out-migration. On the former, Louisiana holds its own among the states. It is with the latter element that the State loses out to its other 49 counterparts. Between 1995-2000, only 10 of the 50 states had worse net out-migration rates than Louisiana's -18.1%. The cause of this poor record is not because an inordinate number of Louisiana residents left the state for greener pastures, but rather a very

weak in-migration pattern. Only five states had a poorer in-migration rate than Louisiana. The fact is, Louisiana faces the dual challenge presented by the nation's aging workforce and failing to attract people into the state.

The current forecast of Louisiana's population is based upon a scenario in which population net negative migration (difference between in and out migration) is projected to decline. Between 1991 and 2003, the difference between in-migration and out-migration was around a negative 161,000 individuals. Between 2002 and 2012, the negative outflow is assumed to fall to a negative 80,000. This assumes current efforts at workforce development, education reform, and economic development will begin to show fruition by 2006 and beyond.



**H. Based on an analysis of both the projected demand for skills and the available and projected labor pool, what skill gaps is the State experiencing today and what skill gaps are projected over the next decade ?**

Employers state that Louisiana workers are especially lacking in skills related to technology, literacy, communications, work ethic and civic responsibility. They stress the need for educators to build more of these skills into their curricula and raise learning standards where they exist. Below is a breakout of skills needed for both new and replacement jobs to the year 2012:



**Louisiana Skills Outlook**

|                                | 2002-2012 |
|--------------------------------|-----------|
| Jobs Requiring Skill           |           |
| Reading Comprehension          | 28,630    |
| Active Listening               | 26,680    |
| Speaking                       | 23,860    |
| Critical Thinking              | 20,930    |
| Writing                        | 20,900    |
| Active Learning                | 18,220    |
| Coordination                   | 18,160    |
| Social Perceptiveness          | 17,300    |
| Instructing                    | 17,050    |
| Monitoring                     | 16,900    |
| Learning Strategies            | 15,900    |
| Time Mgmt                      | 14,630    |
| Judgment and Decision Making   | 13,320    |
| Mathematics                    | 11,500    |
| Service Orientation            | 10,800    |
| Complex Problem Identification | 9,910     |
| Persuasion                     | 9,880     |
| Mgmt of Personnel Resources    | 7,110     |
| Equipment Selection            | 6,480     |
| Troubleshooting                | 6,100     |
| Installation                   | 4,790     |
| Negotiation                    | 4,410     |
| Equipment Maintenance          | 4,210     |
| Mgmt of Financial Resources    | 4,140     |
| Mgmt of Material Resources     | 3,270     |
| Repairing                      | 3,270     |
| Operation Monitoring           | 3,160     |
| Operation and Control          | 2,940     |
| Systems Evaluation             | 2,840     |
| Operations Analysis            | 2,730     |
| Science                        | 2,400     |
| Quality control                | 2,270     |
| Systems Analysis               | 1,930     |

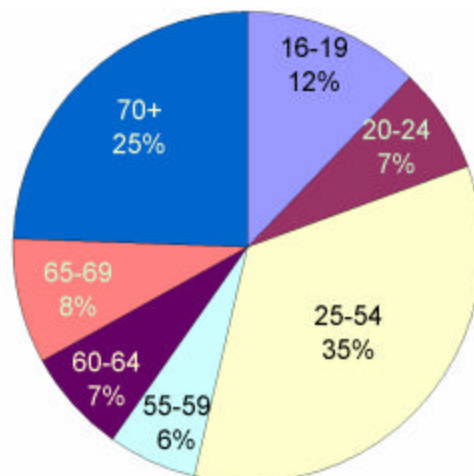
**I. Based on an analysis of the economy and the labor market, what workforce development issues has the State identified?**

According to the Report of the Adult Learning Task Force, the State of Louisiana is faced with numerous economic and quality of life challenges:

- The proportion of families living in poverty is second only to Mississippi (chart attached)
- Per capita income is among the lowest in the country (chart attached)
- The state has the lowest ranking of all states on the national health index
- Its economy is heavily based on low-skill, low- wage jobs (chart attached)
- Its economy is attracting low-skill workers and failing to retain those completing four-year degrees (chart attached). This economy also is exhibiting a demand for more skilled workers that is being served only partially.

These conditions are directly connected with low education attainment levels of the state's adult population. (charts attached)

- Louisiana ranks low at all levels of education attainment (chart attached)
- There are 600,000 citizens of Louisiana ages 18-64 who have not finished high school – more than one-fifth of the population in this age group. Of this group, 137,000 have less than a ninth grade education
- The majority of participants served with funds received by the Department of Education for Adult Education Services is out-of-school youth, and the largest amount of funds expended is directed toward that large number of adults who have completed ninth grade but not yet received a high school diploma or GED
- Louisiana has a very leaky education pipeline (chart attached) –
  - of 100 9<sup>th</sup> graders, only 56 finish high school in four years,
  - of those 56, 33 begin college
  - of those 33, only 12 finish a college program within six years.
- An aging population is a major workforce issue, which will require employers to retain and retrain the current workforce.
- Another issue is net out migration. The state needs to develop a strategy to recruit individuals into the labor pool.
- High percentage of population 16 and older not in the labor force, with highest concentration in the age group 25-54. See pie chart for complete age breakout.



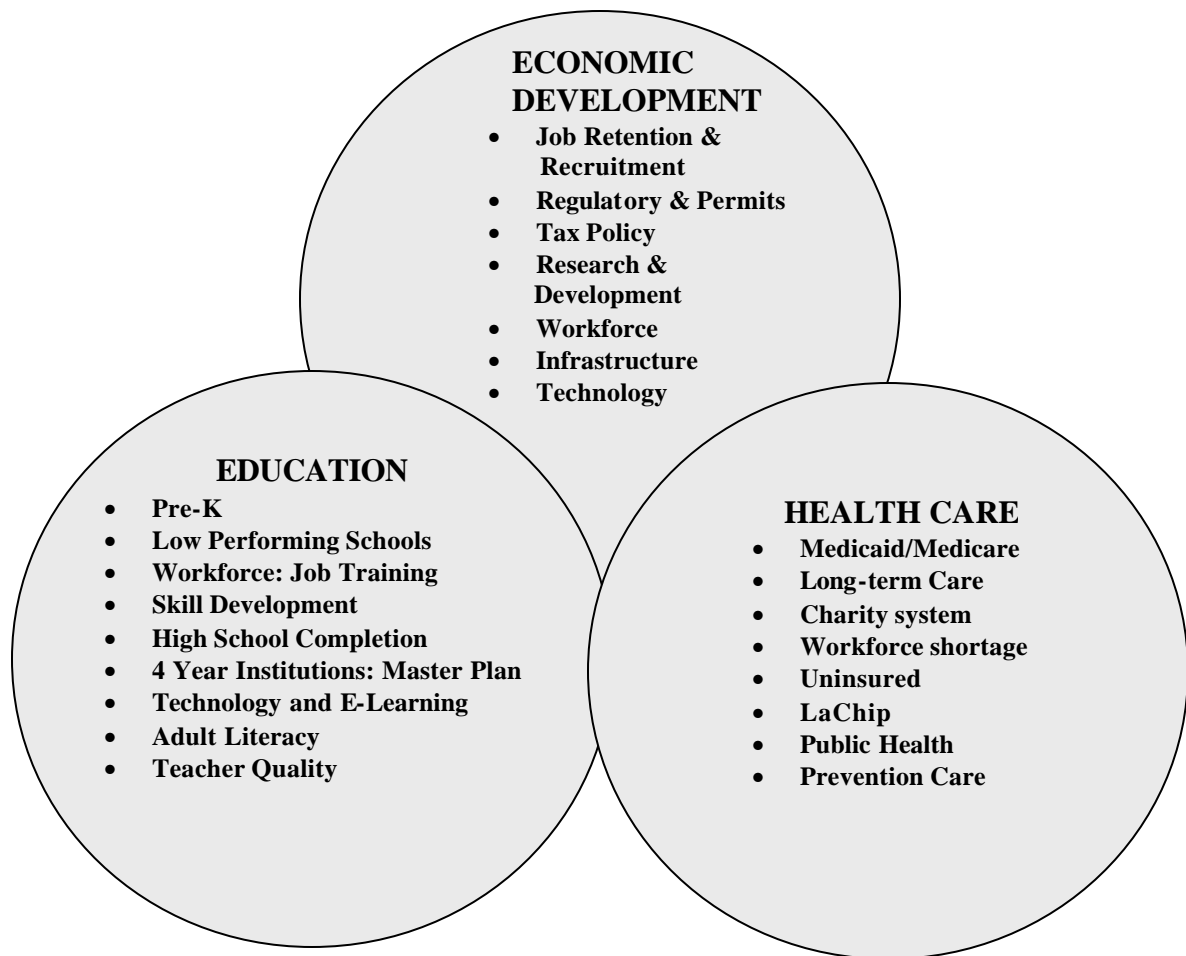
- J. What workforce development issues has the state prioritized as being most critical to its economic health and growth?**

### **Governor Blanco's Administrative Themes and Priorities**

#### Themes

- **Investing in Louisiana's People**
- **Bringing jobs and families back home**
- **Creating a state government where customers are valued**

### **Priority Focus Areas**



The state's key workforce investment priorities are:

- To strengthen Louisiana's workforce system so that it is fully aligned with state and regional economic development priorities.
- To develop a workforce system that consistently meets current and prospective Louisiana employers' needs for a trained workforce by being easily accessible and quick to respond.

- To develop an agile workforce system that can mobilize quickly to meet the needs of employers or industries who are experiencing rapid growth in employment.
- To develop a workforce system that is prepared to meet the needs of all business customers, including entrepreneurs, small businesses, and women and minority owned businesses.
- To continue to work towards a workforce system that offers easy to access, quality training programs to Louisiana citizens, including adult learning and basic skills upgrades, that will allow our people to acquire, retain and succeed in careers that improve their standards of living.
- To embrace the concept that workforce development is a lifelong process by strengthening the links between our workforce system and our ongoing educational reforms including pre-K programs, school accountability, high school redesign, and adult learning to more closely align the skills delivered by our educational systems and the skills needed by our industries.

## **V. Overarching State Strategies**

### **A. Identify how State will use WIA title I funds to leverage other Federal, State, local and private resources in order to maximize the effectiveness of such resources and to expand participation of business, employees, and individuals in the Statewide workforce investment system?**

The State Workforce Investment Board annually reviews the budgets of all programs involved in workforce development to determine available system resources. WIA Title I coordinates employed worker training with the state Incumbent Worker Training Program. The Governor's Division of Administration has created a Community Programs section that is charged with assisting local communities identify opportunities to apply for grants and assists them in the application process. Use of this grant writing staff will enable the system to match available grants to regional projects to meet the Governor's priority areas in economic development, education and health care.

### **B. What strategies are in place to address the national strategic direction discussed in part I, the Governor's priorities, and the workforce development issues identified through the analysis of the State's economy and labor market?**

As outlined in section IV J, the Governor has included workforce shortages, training and development as part of each of her three priority focus areas – Economic Development, Education and Health Care. The intersection of these three areas clearly indicate the overlapping and collaborative nature of policy development and coordination. This is in line with USDOL's strategic direction to ensure the full spectrum of community assets are used in a demand driven integrated seamless service delivery system with consistency in policy and service. The Governor has convened the Task Force on Workforce Competitiveness, the Adult Learning Task Force and the High School Redesign Commission to devise strategies to better coordinate services across workforce development programs to prepare workers for high growth/high demand/economically vital industries. The foundation to achieving this goal is the development of partnerships among the public workforce system, business, education/training providers and the Enterprise Team, in coordination with these Task Forces. Using workforce information developed through LDOL and Economic Development, the state is identifying (1) workforce needs in high growth/high-demand/economically critical industries and the necessary preparation required to succeed in those occupations and (2) an understanding of the workforce challenges that must be addressed to ensure a prepared and competitive workforce.

### **c. Based on the State's economic and labor market analysis, what strategies has the State implemented or plans to implement to target industries and occupations within the State that are high growth, high demand, and vital to the State's economy? Consider industries projected to add substantial number of new jobs/significant impact on economy/impact on growth of other industries/transformed by technology and innovation that require new skill sets for worker/new emerging or expected to grow.**

Act 1 of the 1997 legislative session established the Occupational Forecasting Conference, charged with the task of projecting job growth and demand for the purposes of state planning and budgeting. The official information disseminated by the Conference includes projections for the state as a whole, as well as for the eight regional labor market areas (RLMAs).

The official forecast and final report of the "Top Demand Occupations List" serves as a tool for developing long-term strategies in providing appropriate training to meet the needs of a skilled labor force.

Recent amendments to the Act require that the workforce, job growth, and demand information reflect occupational information related to the targeted cluster industries, as identified by the Department of Economic Development.

The Conference, in coordination with the Workforce Commission, will determine strategies for promoting and disseminating the final report to the appropriate stakeholders, as determined by the Conference.

Like other states throughout the country, Louisiana faces a critical shortage of trained healthcare workers. The Louisiana Health Works Commission was created to address this issue by examining:

- The workforce needs of the healthcare industry in Louisiana;
- The education of future healthcare workers; and
- The image of healthcare professionals in the state.

The Health Works Commission recognizes that the inability to act affects not only the quality of care provided to Louisiana residents, but also has a potential deadly impact on one of our state's most vital industries. The healthcare industry represents 15% of the workforce and a \$6.2 billion statewide annual payroll, which translates into a major portion of the state and local tax revenues. Furthermore, there have been identified a total of 10,031 healthcare job vacancies in Louisiana.

The Health Works Commission has accepted the recommendations of the *Supply and Demand Databases and Modeling Subcommittee* to initially target efforts for increasing five professional categories. This group, known to the Health Works Commission as "Tier One Occupations in Demand" includes:

1. Registered Nurse (RN);
2. Licensed Practical Nurse (LPN);
3. Radiologic Technologist (Rad Tech);
4. Respiratory Therapist (RT); and
5. Physical Therapist (PT).

These professions represent occupations in which there is the greatest number of employment vacancies, as well as the highest percentage of vacancies in the healthcare industry. Together, they represent 83% of all the reported healthcare vacancies. The Health Works Commission recommends that, with limited resources, those resources and efforts should be targeted

initially to these professions where the demand is greatest. However, *The Supply and Demand Databases and Modeling Subcommittee* also recommended special consideration for the professions of:

- Pharmacist and
- Physician Assistant (PA).

The processes developed by the Health Works Commission to integrate and coordinate resources to meet the needs of a specific industry can be replicated for other industries. As the Task Force on Workforce Competitive, the Enterprise Team and agencies involved in workforce development identify other industries/occupations in critical need, workforce information will be used to collaborate on similar sector initiatives.

**D. What strategies are in place to promote and develop ongoing and sustained strategic partnerships for the purpose of continuously identifying workforce challenges and developing solutions to target industries' workforce challenges?**

Louisiana is developing strategic partnerships to address educational and economic development challenges on several levels. The Governor's Task Force on Workforce Competitiveness is examining the use of sector-based approaches to meeting the needs of businesses on a regional level. Another concept that may be piloted in the near future by the Task Force, is the use of regional intermediaries to serve as a business one stop entity, working to identify gaps in workforce solutions and develop solutions for these gaps. These intermediaries would work to bring together all the resources a business would need, working with Chambers, LWIBs, educational entities and community organizations. The intermediary would play a vital role in the middle of supply and demand, aligning local workforce resources to meet businesses' needs.

Coordinated by the Workforce Commission, WorkKeys is being integrated into all workforce development programs. All Veterans, WIA, Rapid Response, TAA, and STEP participants are tested and scores matched to specific jobs and training opportunities. All agencies participate in the Work Ready! Certificate initiative providing participants a transferable credential that assures businesses that the jobseeker possesses the basic skills needed for specific jobs. When there are gaps between the participant's basic skill levels and those required by the business profile, Adult Education provides workplace literacy assistance through the one-stop system. This coordination of services avoids duplication of services and reduces costs. The Workforce Commission has convened an Industry Based Certification (IBCs) workgroup that tracks and oversees the development and integration of IBCs into training curriculum. All of the agencies involved in workforce development participate on this committee. The WFC recently hosted an IBC conference bringing all the groups to the table. Education and Economic Development have been added to the Occupational Forecasting Committee. The Governor's task forces have dove-tailed recommendations to develop regional processes to better integrate and coordinate services across programs.

**E. What State strategies are in place to ensure sufficient system resources are being spent to support training of individuals in high growth/demand industries?**

The Occupational Forecasting Conference identifies demand occupations in three tiers. The first tier consists of high growth/demand occupations. Several LWIAs have ITA policies that provide additional assistance for individuals seeking training in these areas. LDOL is working with all LWIAs to implement these policies and institute an expedited process to enroll participants in training that leads to employment in high growth/demand industries. LDOL and the LWIAs are developing a new one-stop flow that will provide all job seekers with workforce information related to high growth/demand occupations with career ladders. Staff will assist job seekers determine what skills they possess and determine what skills they need to develop and if training is an appropriate option. LAVOS displays high growth/demand occupations integrated with O\*Net information linked to job openings and training opportunities on the Internet to assist job seekers and students. LDOL and the Department of Education have collaborated on materials for both in school and out of school youth to encourage them to pursue training in these areas. LDOL and Education are developing a Youth Portal on LDOL's website to package this information in a manner attractive to new job seekers.

**F. What workforce strategies does the State have to support the creation, sustainability, and growth of small businesses and support for the workforce needs of small businesses as part of state's economic strategy?**

During the 2004 session of the Louisiana Legislature, legislation was enacted (R.S. 23:1553(b)(12) and 1604) relative to self-employment; to provide for non-charging of benefits to establish a self-employment assistance program in which an individual participates for the purpose of establishing a business and becoming self-employed.

In order to assist individuals who may be interested in pursuing a goal of self-employment, LDOL is working toward expanding their Scorecard database to include entities that provide entrepreneurial training, business counseling and technical assistance.

In 2004, the state enacted the Small Business Employee Training Program as a direct result of meetings with small businesses. The purpose was to provide incumbent worker training to Louisiana based businesses that have fifty or fewer employees. Employers can be reimbursed up to \$3000.00 per trainee per state fiscal year. This program is funded at 2.3 percent of the funds available for Incumbent Worker Training Program, providing approximately one million dollars for training.

**G. How are the funds reserved for Statewide activities used to incent the entities that make up the State's workforce system at the State and local levels to achieve the Governor's vision and address the national strategic direction in part I?**

Louisiana uses funds reserved for statewide activities to:

- Support and enhance the Louisiana Virtual One-Stop System that provides businesses and job seekers with self-service workforce information related to jobs in demand, skill requirements, training and employment opportunities, including JAWS enabled access for



the disabled. It provides workforce staff with integrated case management, assessment, reporting, enrollment and tracking.

- Increase Rapid Response services and early intervention programs for Unemployment Insurance claimants who have been identified as unlikely to return to their prior jobs.
- Provide technical assistance, training, research and evaluation. LDOL is working with LSU to reestablish the Louisiana Training Institute to provide training and certification to state and local workforce development professionals and provide staff training by national experts to assist staff better serve businesses and job seekers, including out of school youth, and to identify problems and develop strategies to resolve them.
- Develop innovative projects with faith based and community organizations to identify job seekers in need of services and link these individuals to the one-stop system. In order to meet the growing demands of business for a qualified educated workforce, Louisiana needs to tap into all resources in the state to replace the aging workforce and replace workers lost through out migration during the 1980's.
- Administer the workforce investment system and provide local area incentives based on performance. The State is developing a regional incentive policy to award LWIAs that have demonstrated that they are assisting businesses on a regional level, providing a single point of contact with integrated processes, forms and requirements.
- Support of innovative programs, demonstration projects, and services to special populations – In conjunction with the Governor's Task Force on Workforce Competitiveness, the state will develop pilot projects using intermediaries to identify target areas and deliver solutions.

**H. Describe the State's strategies to promote collaboration between the workforce system, education, human services, juvenile justice, and other systems to better serve youth that are most in need and have significant barriers to employment, and to successfully connect them to education and training opportunities that lead to successful employment.**

Through the local workforce boards and youth councils, programs are being integrated and coordinated to both provide youth with the resources and skills necessary to succeed in the state's economy and assist in closing the poverty gap in this state. The system will broaden and enhance youths' connections to post-secondary education opportunities, leadership development activities, mentoring training, community service, and other community resources. LDOL is working with juvenile justice to develop a system to link incarcerated youth being paroled back to their local area with WIA youth programs. As the youth is connected to their parole officer, they will register in LAVOS and be linked to a supportive adult in the one-stop center to help them determine if employment and/or training/education is appropriate. This will assist them in linking career planning and goal setting as part of their reattachment process. LDOL is implementing a Youth Portal on its website to display workforce information in a format appropriate for younger users linking career planning in high school and reattachment to education for out of school. Wagner Peyser and WIA are working to identify youth 18-21 who apply for unemployment insurance as potential WIA participants and provide them with linkages to high demand/growth occupations and assist them in building career plans that provide training and entry to jobs with career ladders.

Our vision is to create a future for Louisiana's youth by creating a system that provides the right interventions at the right time, ensuring Louisiana youth acquire the necessary skills for success in education and employment, and businesses gain a skilled workforce. The guiding principles/goals of this vision are:

1. A System Dedicated to the Success of Young People

All young people will have access to a wide range of "youth-friendly" services and activities which provide "just in time" service interventions, training, and supports which guarantee successful transition into adulthood. Youth will have positive interactions with peers and knowledgeable, caring adults in success-oriented environments which foster holistic educational, leadership and employment skills development.

2. A System Designed by Young People

Young people are active partners in the design of the system and feel a keen sense of ownership in their community. Youth are empowered to take leadership roles in defining the full range of services that are responsive to both their needs and wants.

3. A System that Includes an Emphasis on Out-of-School Youth

For those young people who have dropped out of school or completed high school but lack employability skills, we will assist them in establishing a career path to further education and a rapid attachment to work. The system will continue to assist youth build transferable skills through post employment strategies not only on their first job, but also their second job and beyond, including service interventions that assist young people attain, retain, and advance to better jobs. The system will design interventions that provide employability and skills training to succeed at each step of a young person's career development.

4. A System that is Locally Driven

To transform our current system, we will develop progressive programming strategies within each of the defined workforce investment areas. Proactive Workforce Investment Boards and Youth Councils will spearhead the governance of the system by taking a clear, no-nonsense approach to identifying and addressing youth issues. These governing bodies will oversee the system by convening partners and advocating strong youth policy and quality programming practices.

5. A System of Committed Partners

No single agency or system partner can single-handedly achieve our vision. It will require all youth-oriented programs and providers to rally together in support of our vision. All partners must come to the table with their expertise in youth programming, putting aside individual interests. We must develop strong linkages among partners to optimize human and financial resources, create a continuum of service interventions and leverage funds to ensure a variety of educational, developmental, and employment-related activities and service interventions are accessible to all youth.

#### 6. A System Responsive to Business Needs

In order for our system to lead to quality employment outcomes, local business participation in the design and delivery of programming activities is essential. Business can greatly benefit the system by articulating the skills young people need for success in the work world, share with education and training providers how these skills are used in real work situations, and help us understand the opportunities available to first time job seekers and the skill needed for next jobs as young people develop their individual career paths.

#### 7. A System Built on Promising Practices

Louisiana has invested a great deal in changing the way we do business as it relates to youth education and development. From education reform efforts to Tech Prep to employment and training activities, many innovative designs and practices have proven successful. Our goal now is to bring together all of the quality practices of Louisiana's workforce investment system as well as build on lessons learned from other states and communities.

#### 8. A System Committed to Continuous Improvement

The needs of young people and the needs of business are constantly moving targets. What we develop as a system today will not be the system of tomorrow. Partners in the system must have commitment to collecting feedback from its customer groups (young people and business), using customer feedback to make modifications to program design and service interventions, and responding to economic and environmental variables. We must start with the best of what we know about youth development today and make it even better for the future.

1. **Describe the State's strategies to identify State laws, regulations, policies that impede successful achievement of workforce development goals and strategies to change or modify them.**

LDOL has identified two areas that impede achievement of workforce development goals and will be working with the Division of Administration to develop solutions. Louisiana has a strong ethics code which is a strong component of the state's effort to improve its image to business and industry. However, the ethics code does not allow LWIB members to have on the job (OJT) training contracts for their employees. In many rural areas with only one or two large employers, this prevents them from participating on the LWIB, depriving the local area from including their expertise in developing local workforce solutions. In addition, LDOL owns five Wagner Peyser offices in the state purchased with Reed Act funds. These offices are too small or are not conducive to being a one-stop center. In order to build a cost effective integrated one-stop system, the state must explore ways with USDOL to sell these buildings and use the funds for one-stop infrastructure. The state has identified several WIA regulations that impede efforts to target out of school youth and develop integrated seamless service delivery through one-stops. The state is asking for waivers of these regulations.

**J. Describe how the state will take advantage of flexibility provisions in WIA for waivers ?**

Louisiana recognizes workforce development as a major economic issue and strongly supports federal legislation that would better integrate the WIA and Wagner-Peyser systems and funding streams. The state is submitting a series of waiver requests to help streamline services, move the system toward better integration, remove duplication and save administrative costs prior to new legislation. The package of waivers being submitted by Louisiana is outlined in Section X. The state feels this package of interrelated waivers should be strongly considered for approval by USDOL. Both state and local partners have worked together to identify those areas that impede progress, force service duplication and incur staff costs that could be better used for training. These waiver requests are the result of this collaborative effort.

## **VI. Major State Policies and Requirements**

### **A. What State policies and systems are in place or planned to support common data collection and reporting processes, information management, integrated service delivery and performance management?**

LDOL implemented an Internet based, common data management system early in WIA. This common system (LAVOS) is used for WIA, Wagner Peyser, STEP, the Veterans Program and employer services. TAA, Rapid Response and CSBG are currently being integrated into the system. The system is linked to the Unemployment Insurance program to provide access to services for all UI claimants and data and wage record information for the system. All workforce system customers both in one-stops and through the Internet have access to real time employment and training information providing for integrated service delivery. The state SCORECARD system, containing completion, employment and wage data on training program participants and completers is available through the system. Linked to workforce information, including wage, growth, and job skill requirements, job seekers can make informed career decisions matching their interests, skills, work habits, WorkKeys scores, and financial needs to specific training and employment opportunities in their area. All USDOL funded programs have the capacity to share information and leverage resources providing customers with seamless service delivery. This common data collection has prepared Louisiana to fully implement the common measures. The state is currently working on an interagency agreement with Adult Education to link the two data collection systems allowing staff to better integrate service delivery. To provide a research base across programs using outcomes related to employment and earnings, post secondary education, public assistance and incarceration, the Louisiana Interagency Performance Data System (LIPDS) is being piloted through the Workforce Commission. The Workforce Commission has convened a Common Measures and Integrated Performance Workgroup that is guiding the development of common measures included in the interagency system. These measures will support the strategic direction developed by the Enterprise Team and the Governor's Task Force on Workforce Competitiveness. LDOL and the Workforce Commission are beginning the process to develop a governance and management structure that will align LIPDS with LDOL's performance systems. It will include an interagency steering committee to ensure consistent access of data across agencies and facilitate an integrated approach to accountability.

### **B. What State policies are in place to promote efficient use of administrative resources such as requiring more collocation and fewer affiliate sites in local One-Stop systems to eliminate duplicative facility and operational costs or requiring a single administrative structure at the local level to support local boards and be the fiscal agent for WIA funds to avoid duplicative administrative costs that could be used for service delivery/training?**

LDOL reorganized in 1999, creating the Office of Workforce Development, in order to bring together all ETA funded employment and training programs including WIA Title I, Rapid Response, Wagner Peyser, TAA, Veterans programs, Welfare to Work (now the Strategies to Empower People STEP program), and WOTC. By developing a single administrative structure the state has avoided duplicative administrative costs and enabled the agency to begin to build integrated work processes. This behavior is also being modeled on the local

level. The state has made great strides toward moving to more collocation and fewer affiliated sites. As stated earlier, LDOL owns five buildings that prevent collocation in those areas. Sharing staff and use of technology is being used in areas where leasing issues prevent collocation at this time. LDOL is working with all areas to determine the most cost effective service delivery methods. Since economy is local, each area is developing solutions to provide services at locations that meet the needs of their citizens ranging from small neighborhood centers to community college campuses to separate business centers. The Task Force on Workforce Competitiveness has expressed a desire to enhance connectivity of one-stop services to community and technical college campuses. In all LWIAs there will be a connection, either through collocation or electronic connectivity, of the one-stop system and the community and technical college system.

**C. What State policies are in place to promote universal access and consistency of service statewide?**

LDOL's Office of Workforce Development is implementing a new integrated policy guidance system that will provide the same information to all state and local staff. The Program Advisors assigned to work in specific LWIAs are being integrated with Wagner-Peyser and Veterans Program Advisors to provide consistent methods of program monitoring and technical assistance. LDOL is developing a staff-training institute for workforce development staff. Courses are developed to meet the needs of the collective workforce development system and its partners. Cross training and integrated services provide an increased opportunity for true universal access. The State will continue to develop and refine strategies to meet the needs of targeted populations in its workforce system. The Task Force on Workforce Competitiveness is exploring industry specific workforce development (or sector) approaches that target specific industries through intermediaries that coordinate worker and workplace solutions that benefit low-wage workers and the regional economy.

**D. What policies support a demand driven approach, as described in part I, to workforce development such as training on the economy and labor market data for local Board and One-Stop Career Center staff?**

In accordance with requirements of WIA to ensure that workforce-training dollars are expended on training that leads to occupations with expected growth, Act 1 of the 1997 legislative session established the Occupational Forecasting Conference (OFC), charged with the task of projecting job growth and demand for the purposes of state planning and budgeting. The official information disseminated by the Conference includes projections for the state as a whole, as well as for the eight regional labor market areas (RLMAs). The OFC provided recommendations to the state workforce investment board for consideration in establishing acceptable standards for defining occupations in demand. The policy is a three-tiered occupational demand system.

**Level 1: Top demand**

Any occupation that appears on the Top Demand Occupations list shall automatically be considered demand. Of the 762 occupations identified in Louisiana through use of the Bureau of Labor Statistics occupational coding structure, 122 occupations have been identified as meeting OFC criteria. The list contains occupations that are essential to maintaining the existing economic environment, as well as occupations that are projected to grow over the 10-year period.

**Level 2: Demand**

Occupations that appear in the Louisiana Department of Labor's occupational projections that reflect 20 or more annual openings are considered in demand. This second tier embodies an additional 285 jobs.

**Level 3: Locally determined**

Occupations in demand, as determined by the Local Workforce Investment Boards (WIB), are designated as locally determined demand. The requirement for this designation is 15 annual openings. Supporting documentation must be provided from reputable sources including one or more of the following:

- Job Orders
- Employer Surveys
- Target Industries (identified by local Chambers of Commerce and Economic Development)

Thus far, locally determined occupations that have been added to the demand list have centered on the health industry. Inclusion of health occupations was based on recent vacancy survey results conducted by LDOL and the Health Works Commission.

This infrastructure has been integrated into the on-line application used for WIA program eligibility. Program information that is entered by the school also contains information on occupations that are related to the training. Those occupations that have been determined as demand are designated with a red check mark. This assists case managers and WIA customers in making appropriate training decisions. In addition, the entire demand list (level 1 and 2 demand occupations) is available on LDOL's website at [http://www.laworks.net/qm\\_LMIOccDemandList.asp](http://www.laworks.net/qm_LMIOccDemandList.asp) for the state and the eight RLMAs.

In order to align the State with the national demand driven strategic direction to prepare workers for new and increasing opportunities in high growth/high demand occupations, in the coming months, the OFC will reevaluate the current demand occupations policy. These criteria will reflect occupations that require post-secondary training and meet a minimum wage level that will be determined by the OFC.

Workforce information will be developed to meet the needs of many end users such as, economic development to attract new business and develop lay off avoidance measures, and in education policy, and career information. Information is available in various formats to meet customer needs and expectations.

**E. What policies are in place to ensure that the resources available through the Federal and/or State apprenticeship program and the Job Corps are fully integrated with the State's One-Stop delivery system?**

LDOL's Scorecard staff has gone to great lengths to ensure that the Statewide Eligible Training Provider List (EPTL) contains a broad array of apprenticeship programs. Several meetings were held with apprenticeship council members to obtain input on their current student data collection procedures and challenges in order to fairly apply required program

performance outcomes. Each year LDOL conducts workshops to communicate changes in the ETPL and to encourage continued participation on the ETPL. Job Corp recruiters are in several one-stops working with youth program staff. LDOL has worked closely with the new Carville Job Corp Center in order to coordinate its services with those of the LWIAs. The state is working on a process to link returning Job Corp participants from Carville with the LWIA serving their parish. This will help provide a support structure for the youth and better coordinate WIA and Job Corp services and avoid duplication and reduce costs.



## **VII. Integration of One-Stop Service Delivery**

### **A. What State policies and procedures are in place to ensure the quality of service delivery through One-Stop Centers such as development of minimum guidelines for operating comprehensive One-Stop Centers, competencies for One-Stop Center staff or development of a certification process for One-Stop Centers?**

Louisiana is working toward consolidation and true integration of its One-Stop system. In most Workforce Investment Areas, WIA and Wagner-Peyser (WP) staff work side-by-side in an integrated setting to provide seamless service delivery to job seeking and business customers. Louisiana has always allowed for local flexibility based on state policy guidance. Consolidation and integration empowers local WIA directors and WP Regional Managers to set the overall policy and vision for the operation of their programs in the one-stop in each local jurisdiction, within WIA and Wagner-Peyser regulations and in cooperation with the State. The Task Force on Workforce Competitiveness has expressed a desire to enhance connectivity or collocation of one-stop services with community and technical college campuses. In all LWIAs there will be a connection, either through collocation or electronic connectivity, of the one-stop system and the community and technical college system. All One-Stop Centers in Louisiana provide the required core services to both job seekers and employers. To ensure consistency in the quality of service delivery, LDOL is currently developing a new service matrix for all Comprehensive One-Stop Centers in the state. All Comprehensive One-Stops will be required to participate in a self-certification process based on this matrix. As part of this process, LDOL is developing a training institute with LSU leading to staff certification. Participant flow in the One-Stop is being redesigned to meet the new Wagner Peyser requirements and Common Measures. The waiver to streamline delivery of Adult/Dislocated Worker services through the One-Stop System by enrolling participants in WIA Title I at point of receiving Intensive services and enrolling all participants receiving Core services in Wagner Peyser is an integral part of this process.

### **B. What policies or guidance has the State issued to support maximum integration of service delivery through the One-Stop delivery system for both business customers and individual customers?**

LDOL is establishing an integrated instruction process for all its workforce development programs. This will ensure that all field staff is fully informed. All instructions, guidance and information are available through LDOL's website. LDOL is working with the LWIAs to ensure all partner programs are fully informed of these policies and procedures. These policies include service delivery guidelines, regional and local planning guidance, regional and local incentive policies, policies regarding services to veterans and individuals with disabilities, and business service strategies. The Workforce Commission has developed regional planning guidance to assist areas coordinate services and develop integrated strategies to meet the economic needs of their communities. Several LWIBs in the state are developing one-stop business centers. LDOL is working with the Ouachita and Jefferson LWIAs to model these centers for replication in other parts of the state.

**C. What actions has the State taken to promote identifying One-Stop infrastructure costs and developing models or strategies for local use that support integration?**

In an effort to promote integration in its One-Stops, Louisiana is examining local One-Stop infrastructure costs, partner participation and funding structure. The results are leading to better collaboration and improved cost allocation and MOU models, and provision of a seamless delivery of quality services at the One-Stop level. Both the Workforce Commission and the Task Force on Workforce Competitiveness support full integration of the one-stop system. For this to occur, all the partners must take an active part in the support of the infrastructure of the one-stop system. With the reauthorization likely to occur within the next year, the Commission will work with all the partners to develop the infrastructure for a fully supported one-stop system.

**D. How does the State use the funds reserved for Statewide activities to assist in the establishment and operation of One-Stop delivery systems?**

The State uses 10% funds to support: innovative projects to enhance the quality of One-Stop services, staff professional development, maintenance of the training provider list, development of additional workforce information tools and projects and enhancement of the Louisiana Virtual One-Stop System. The state has supplemented local areas that demonstrate a need for additional funding to provide training and services to one-stop customers. Regional incentive awards will be used to encourage areas to better integrate business services. In addition, LDOL is funding faith based/community organization and ex-offender projects to link potential job seekers to the one-stop delivery system. In conjunction with the Governor's Task Force on Workforce Competitiveness, the state will develop pilot projects using intermediaries to identify target areas and deliver solutions.

Louisiana is requesting a **waiver** to gain additional flexibility in the use of WIA formula funds to meet special workforce demands in the local areas. This would allow local areas to request that a portion of their formula allocations be used as if they were State discretionary funds and be targeted to special projects that are tied to local economic demands. This waiver would allow LWIAs to use funds allocated to them under Sections 127, 128, 132, 133 of WIA in the same manner and fashion as Statewide Activity funds are used under Sections 129 and 134 of WIA and CRF 667.130, in order to meet the changing and emergent need of Louisiana employers, incumbent workers, job seekers and youth. LDOL is seeking a **waiver** that allows LWIBs, upon request and approval; to use a designated portion of their formula funds for these expanded purposes. Allowable activities under this waiver would include, but are not limited to: establishing and implementing innovative incumbent worker training programs and programs targeted to empowerment zones and enterprise communities.

**E. How does state ensure the full array of services and staff in the One-Stop delivery system support human capital solutions for businesses and individual customers broadly?**

All of the agencies in Louisiana involved in workforce development have the same goal – to provide businesses with workers who possess the skills needed in today’s competitive economy. The Governor’s Task Force on Workforce Competitiveness and the Adult Learning Task Force are developing strategies to better connect all entities and create a system that truly meets businesses’ needs. The Work Ready! Certificate provides a mechanism for all programs to work together. Job seekers can access WorkKeys through the one-stop system. Those in need of assistance to upgrade their skills work with Adult Education and the Community and Technical College System. LDOL and the Workforce Commission are working together to raise awareness of the use of WorkKeys in the business community. Integrating WorkKeys into job orders, job search and training prerequisites links all entities in common language in the preparation of job seekers to meet business needs.

## **VIII. Administration and Oversight of Local Workforce Investment System**

### **A. Local Area Designations**

Consistent with the criteria set forth in section 116(a) of WIA, the Workforce Commission designated eighteen local workforce investment areas. These eighteen areas are consistent with the eight regional labor market areas to ensure regional coordination and collaboration. A map showing the eight regional areas and the eighteen workforce investment areas is attached.

The role of the state board in designating local workforce investment areas is prescribed in section 116(a) of WIA. In 1999, the Workforce Commission developed eight regional labor market areas. Within these regions, the WFC grandfathered the eighteen local service delivery areas under JTPA as Workforce Investment Areas. Each LWIA must be recertified every two years following a review by the WFC of the local area's Workforce Board and Youth Council composition and performance for the preceding two years.

In accordance with section 116(a)(5) of WIA, a unit of general local government (including a combination of such units) or grant recipient that requests but is not granted designation of an area as a local area under paragraph (2) or (3) of section 116(a) may submit an appeal to the state board within 30 days of receipt of written notification of non-designation. The Governor will provide a decision within 60 days of receipt of the appeal. If the appeal does not result in such designation, the Secretary of the U.S. Department of Labor, after receiving a request for review from the unit or grant recipient and on determining that the unit or grant recipient was not accorded procedural rights under the appeal process established in the State plan or that the area meets the requirements of paragraph (2) or (3) of section 116(a) of WIA, as appropriate, may require that the area be designated as a local area.

### **B. Workforce Investment Boards**

#### *Key Principles regarding Local Workforce Investment Board Implementation*

Strong, business-led boards are essential in order to provide leadership in developing a comprehensive workforce investment system at the local level. The governor, along with the Louisiana Workforce Commission (WFC) (State's workforce investment board), believes it is important that these boards demonstrate on a local level that our nation's workforce development system has undergone significant change since the passage of the Workforce Investment Act. As a result, local boards have a widening, broader scope of influence on the management of Louisiana's workforce development system and all workforce education and training resources within a geographic area.

Local boards are encouraged by the WFC to focus their activities on strategic, not operational, management of the local system. This allows for a wider range of key partners to help shape a clear, local vision in a way that is consistent with the Commission's goals and responsive to local needs. These boards are selected based on key principles established by the governor, in partnership with the Commission.

The following are key principles for member appointments to LWIBs by local chief elected officials:

I. Each LWIB must have a majority of business representatives and the balance of representation from education, organized labor, all One-Stop partners, community-based organizations, economic development agencies and others, utilizing the following guidelines:

- Business representatives are appointed from among nominations by business and trade organizations, each of which may submit a list of up to three nominees for consideration. The chief elected official appoints:
  - at least one member who represents a business with less than one hundred employees;
  - at least one member who represents a business with not less than 100 and not more than 500 employees;
  - at least one member who represents a business or industry with more than 500 employees;
  - at least one member who represents a woman-owned business; and
  - at least one member who represents a minority-owned business.
- Business representatives selected represents the varied employment opportunities/industries in the area and should be owners of businesses, chief executives or operating officers of businesses, and other business executives or employers with optimum policymaking or hiring authority.
  - The chair of the board is selected from among the business representatives.
- There should be representatives of the local education community. Of the members appointed, the local chief elected official appoints at least one member from each of the following:
  - a local public education entity (K-12, including adult education and literacy)
  - a post-secondary entity

The K- 12 education representative(s) is appointed by the chief elected official from a list of up to three nominees, jointly agreed upon by school superintendents in the area.

The post secondary education representative is appointed by the chief elected official from a list of up to three nominees, jointly agreed upon by local post-secondary entities.

- Representatives of each of the One-Stop partners in their local workforce investment area is appointed by the chief elected official from among a list of up to three nominees, submitted jointly by the participating One-Stop partners, identified through the local memorandum of understanding. Louisiana Rehabilitation Services (LRS) is a member of each LWJB. Under Section 121(b) U)(A) of the WIA, CAP is a required member of the system, the Commission and LDOL has worked with CAP, the local chief elected officials and the LWIBs to define their local representation and add members to appropriate LWIBs.

- The representative(s) of labor organizations is appointed from among a list of up to three nominees, submitted jointly by local labor federations, or (for a local area in which no employees are represented by such organizations) other representatives of employees.
- The representative(s) of community-based organizations is appointed from a list of up to three nominees, submitted jointly by area community-based organizations, including organizations representing people with disabilities and veterans.
- The representative(s) of economic development agencies is appointed from a list of up to three nominees, submitted jointly by area economic development agencies, including private sector economic development entities.
- Other individuals or representatives of entities that the chief elected official deems to be appropriate may also be appointed.

These representatives may serve in a capacity that enables one person to be responsible for multiple categories.

Louisiana is requesting a **waiver** to only require 1 representative of partners on LWIBs, also one representative from each of other required entities. WIA §117(b), 20 CFR §661.315(a) outlines the local workforce investment board membership requirements. These requirements result in large, unwieldy boards that experience difficulties conducting business. One reason for the large number of public sector members is the requirement that each local board must contain at least one member representing each one-stop partner. This has the potential to require 17 public and a matching 17 private sector members, before the other required members are factored in. The large number of public sector members is one of the reasons private sector members frequently do not attend meetings. The one-stop partners already meet as part of One-stop committees to discuss workforce development issues, coordination and organization as part of the MOU process. Louisiana is requesting a waiver of this requirement and instead allow each LWIB the option to allow the required one-stop partners to select one member to represent the coalition on the LWIB. The impact of this waiver would be having smaller, more effective boards that make more efficient use of local workforce partner time and expertise.

Regional planning shall be a required activity of LWIBs within each designated labor market planning area so businesses will be able to deal with a single point of contact rather than multiple sites with different rules and forms and improve coordination with regional economic development partners. The Task Force on Workforce Competitiveness is exploring industry specific workforce development (or sector) approaches that target specific industries through intermediaries that coordinate worker and workplace solutions that benefit low-wage workers and the regional economy. Several LWIBs in the state are developing one stop business centers. LDOL is working with the Ouachita and Jefferson LWIAs to model these centers for replication in other parts of the state.

Some of the duties of the LWIBs, in partnership with the CEO, shall include:

- Development of local/regional plan
- Selection of the One-Stop operator
- Selection of Youth providers
- Identification of eligible training providers
- Program oversight
- Negotiation of local/regional performance measures
- Development of employer linkages

The CEO in the local area shall serve as the grant recipient and shall be liable for misuse of grant funds allocated to the local area. To assist in the administration of grant funds, the CEO may designate an entity to serve as a local grant sub-recipient for such funds or as a local fiscal agent. Such designation shall not relieve the local Chief Elected Official of liability for any misuse of grant funds.

**C. How will the State build the capacity of Local Boards to develop and manage high performing local workforce investment system?**

The State is building the capacity of local boards and youth councils through a well-established system of regional partnerships facilitated by staff of the Workforce Commission and LDOL employing three core strategies to build capacity of key stakeholders:

- 1) cross-pollination of best practices through site visits, conference, and collaboration across regions and with other states; also videos, newsletters, Web pages and other communications efforts (examples include expansion of Jobs for America's Graduates with state-sponsored training of job specialists; a summer institute for teachers on integrating work ethic into curriculum, jointly sponsored by Central and Red River partnerships; and a state-sponsored summer Career Majors Institute for teams of teachers, counselors, and principals);
- 2) increasing investments in promising practices through assisting partnerships in writing grants and leveraging investments of employer associations and industry consortia and
- 3) devising an effective grant process for funding research-based youth programs. LDOL and Workforce Commission staff facilitators work with LWIBs in developing criteria for awarding grants for youth activities. Facilitators will assist partnerships in replicating or adapting proven models and collecting data for the State Scorecard to document effectiveness of their youth initiatives (examples include "sectorial" employment strategies for out of school youth and alternative schools offering an alternate diploma).

LDOL and the Workforce Commission will work with the LWIBs to become more strategic than programmatic by providing assistance to the boards to write strategic plans in a similar manner as the state. Following Task Force on Workforce Competitiveness recommendations, the state will work with the LWIBs to be more demand driven and responsive to employer needs in the area by integrating and utilizing all one-stop partner services.

## STAFF CAPACITY BUILDING

LDOL is participating in joint local and state activities to improve technical and staff capabilities and will assist in the development and implementation of new technologies to improve services to customers. The LDOL Regional Workforce Response Team staff, including local economic development and chambers of commerce is participating in marketing and employer services training. LDOL funded programs are involved in customer focused team-building exercises as part of the reengineering/redesign project. Each of the initiatives is designed to facilitate the cross agency/cross program team building and coordination needed to build the One-Stop system and provide integrated services. We will develop staff capability to serve all types of customers, be sensitive to diversity and customize service plans. Members of the response team, in conjunction with other agencies, will receive basic economic development training.

**D. Local Planning Process – Describe the state’s mandated requirements for LWIAs strategic planning. What assistance does the State provide to local areas to facilitate this process?**

- What oversight of the local planning process is provided including receipt/review of plans and negotiation of performance agreements
- How does the local plan approval process ensure that local plans are consistent with state performance goals and state strategic direction

LDOL, in coordination with the Louisiana Workforce Commission, provides policy guidance related to the development of local plans. Each local area will be required to submit two-year plans effective October 1, 2005. Each area will write a unified local plan including WIA, Wagner Peyser, Veterans, TAA, Rapid Response, STEP and any other program as appropriate. The planning instructions follow the USDOL Unified Planning Guidance aligned with the Louisiana State Plan and the national strategic vision. In addition, regional plans will build on these local plans. The State is currently analyzing demographic and prior performance information in anticipation of performance negotiations with USDOL. Local and regional performance negotiations with local boards will take place after federal negotiations. LDOL is working with LSU to build a regression model to be used for performance negotiation in PY06. Local boards will submit draft plans by August 1, 2005 and final plans no later than September 1, 2005. State technical assistance staff will work with local areas as they write these new plans. An integrated plan review team will review all local plans prior to final submission and provide comments and recommendations. Reviewers must ensure that local plans address all requirements and are consistent with the USDOL and the State’s strategic vision. LDOL and the Workforce Commission will work with the LWIBs to become more strategic than programmatic by providing assistance to the boards to write strategic plans in a similar manner as the state. Following Task Force on Workforce Competitiveness recommendations, the state will work with the LWIBs to be more demand driven and responsive to employer needs in the area by integrating and utilizing all one-stop partner services.



**E. Regional Planning**

- Describe any intra state regions and corresponding performance measures
- Include discussion of purpose of these designations and activities that will occur to help improve performance (regional planning/info sharing and/or coordination activities such as sharing LMI or coordinating support services across boundaries of local area)

To streamline Louisiana's system of workforce development programs and make them more responsive to regional/parish needs and economic development priorities, the Workforce Commission is requiring a joint regional plan be developed by the Workforce Investment Boards within each Labor Market Area.

1. Joint regional planning process. The Commission has established and issued criteria and a plan outline for joint planning by all Workforce Investment Boards within each Labor Market Area; with input from workforce training partners in conjunction with the local plan requirements.
2. Regional plan components. The Commission has established components and minimum requirements for the regional plan; including, but not limited to:
  - a. A method to use forecasting information, labor market information and employer surveys to identify demand occupations, identify academic/workplace competencies needed, and jointly prioritize or rank order training needs in the Labor Market Area
  - b. A commitment to focus all publicly funded education, employment and training programs on educating and training clients for jobs with career advancement pathways and higher levels of compensation
  - c. The negotiating of regional performance measures . These measures will be an integrated measurement system based on the Title I identified adult and youth performance measures and the measures identified for adult education and the Perkins funded programs. Negotiation of standards will be a part of the required regional planning process and documented in the regional plan developed by representative of the local workforce areas in the regions. Title I regional incentive awards will be given to the WIA regions for meeting regional performance goals. Regional coordination of business services will be a required gate for all areas in order to be eligible for a regional incentive award.
  - d. A process for determining a minimum percentage of funding for training
  - e. A process for the coordination of multiple one-stop workforce centers within the Labor Market Area
  - f. A commitment to align training programs and examine program consolidation
  - g. A plan for working with other agencies and organizations to coordinate transportation, child care, and other support services

- h. A process for determining the criteria for Regional Incentive Grants
- i. A regional leadership strategy to identify emerging issues, developing regional support strategies as needed, and keeping pace with federal and state regulations on changes,
- j. A plan for developing uniform criteria, performance standards, and application procedures among multiple WIBs in a region to ensure easy access to programs by business

In summary, the Workforce Commission charges regional planners with jointly planning workforce development programs that:

- (1) better respond to industry demand,
- (2) maximize clients' career and earning potential, and
- (3) recover the investment in these programs in the form of revenue to the State.

The entire One-Stop delivery system is being developed through a regional planning effort. There will be at least one hub One-Stop center that will integrate the services of all the One-Stop partners in each region. Connected to this hub will be at least one comprehensive one-stop center in each LWIA. Each parish within the region will have at least a point of contact center providing access to limited services and access to information on the system. This will allow customers to make informed choices about service delivery options. Employer services will be provided through the LDOL Regional Workforce Response Teams. This coordination process will ensure that labor market information, training needs, employment opportunities, etc., is shared among all partner entities. Each partner entity in the region will be involved in a regional planning process. Progressively moving towards pooling of training funds and elimination of duplication of effort will allow the one stop system to be more responsive to business needs. Regional performance measures will be developed across programs to ensure regional and interagency planning and service delivery.

## **F. Allocation Formulas**

LDOL has worked with the Workforce Commission, the local workforce boards, and the CEOs on the allocation methods and factors. Individuals and entities represented on the Workforce Commission were involved in the development of the plan through their workgroups and staff. The Workforce Commission has reviewed and approved the adult, youth and dislocated worker allocations and methodology. LDOL has met with local board staff and reviewed the allocation process. A workgroup that included local representatives worked with LDOL staff to develop allocation methods and factors. A statewide meeting was held in March 2005 to discuss the plan and allocations. In addition, consultation with the local boards and local elected officials has been maintained through the public review process for this plan. The plan has been posted for review and comment on LDOL's Internet site, <<http://www.LAWORKS.net>>. The process will ensure that funds are distributed equitably throughout the state and that there will be no significant shifts in funding levels to a local area on a year-to-year basis.

The formulas set forth at sections 128 and 133 of WIA will be utilized to allocate funds to local areas. The hold harmless provisions will be applied in order to ensure that there will be no significant shifts in funding levels.

Adult funds will be allocated to the local areas in accordance with the following formula, as specified in section 133(b)(2)(A); to ensure that adult funds are distributed equitably throughout the state:

- 33 1/3% on the basis of the relative number of unemployed individuals in areas of substantial unemployment in the local workforce investment area, compared to the total number of unemployed individuals in areas of substantial unemployment in all local workforce investment areas in the state;
- 33 1/3% on the basis of the relative excess number of unemployed individuals in the local workforce investment area, compared to the total excess number of unemployed individuals in all local workforce areas in the state; and
- 33 1/3% on the basis of the relative number of disadvantaged adults in the local workforce investment area, compared to the total number of disadvantaged adults in all local workforce investment areas in the state.

Youth funds will be allocated to the local areas in accordance with the following formula, as specified in section 128 (b)(2)(A), to ensure that youth funds are distributed equitably throughout the state:

- 33 1/3% on the basis of the relative number of unemployed individuals in areas of substantial unemployment in the local workforce investment area, compared to the total number of unemployed individuals in areas of substantial unemployment in the state;
- 33 1/3% on the basis of the relative excess number of unemployed individuals in the local workforce investment area, compared to the total excess number of unemployed individuals in the state; and
- 33 1/3% on the basis of the relative number of disadvantaged youth in the local workforce investment area, compared to the total number of disadvantaged youth in the state.

Dislocated Worker funds will be allocated to the local areas in accordance with the following formula, pursuant to section 133(b)(2)(B) of the WIA:

- Unemployment Concentration —25%  
The 12-month average for the most recently completed October-September fiscal year will be used showing the unrounded number of persons unemployed by parish within each LWIA.
- Insured Unemployed without earnings .20%  
The 12 month average for the most recently completed October-September fiscal year showing the number of continued claims filed without earnings for the reference week that includes the last day of each month. Data is also by parish within the LWIA.

- Exhaustees (Long-Term Unemployed) –25%

This is long-term unemployment data that refers to claimants who received a final payment in unemployment benefits. Data is by parish and is an annual average for the most recently completed fiscal year.

- Permanent Mass Layoffs and Plan Closings (PMLPC) –10%

Data used was taken from the total number of separated workers for all recordable layoffs by parish for the most recently completed October-September fiscal year. A mass layoff is defined as one in which 50 or more unemployment insurance claimants filed for benefits against a certain company within a 3-week period and remained unemployed for 30 days or more. If there were no separations or PMLPC firms in a parish, was shown for that parish.

- Declining Industries –15%

Since data on all parishes from the suggested CES Program do not exist, covered employment from the ES-202 Program was used to identify industries that showed a decline in employment for the four year period ending in March of the prior fiscal year. Decreases in employment for all industries within a parish were totaled and that figure was used toward the allocation of funds for that parish and LWIA.

- Farmer/Rancher Economic Hardship –5%

Numerical difference between the last two Census of Agriculture to determine decline in hiring farm workers.

## **G. Provider Selection Policies**

- **Identify policies/procedures, to be applied at local level, for determining eligibility of local level training providers, how performance information will be used to determine continuing eligibility and the agency responsible for carrying out these activities**

LDOL has been designated as the agency responsible for the SCORECARD system that is used to determine the selection of service providers for Individual Training Accounts. LDOL has worked with local workforce boards, training service providers, business, labor organizations and other state agencies in the development of policies and procedures for determining the initial and continuing eligibility for local level training providers.

Policy procedures on becoming an eligible training provider are revised and approved by the Louisiana Workforce Commission each calendar year and made available to all stakeholders. The policy outlines the types of training providers and training services that are eligible to be on the State Eligible Training Provider List (ETPL). The Local Workforce Investment Boards (LWIBs) are responsible for notifying entities in their areas of the opportunity to apply for status as approved training providers. Prospective training providers are required to submit an application for each individual program or course of study to be offered, for each physical location. Applications are considered by the applicable LWIB(s) within the regional labor market area (RLMA) in which the provider/program is geographically located.

At this time, Louisiana is discussing ETPL reciprocal agreements with neighboring states. Louisiana currently has such an agreement with Mississippi and is working to establish agreements with other neighboring states.

Providers of distance learning programs may apply to the RLMA from which they anticipate receiving the most students. For subsequent re-certification, the provider will apply to the RLMA from which it received the most WIA Title I-B participants.

In order to remain eligible to provide training services, providers must submit an application and meet performance levels on an annual basis. Training providers are eligible to apply throughout the year. All performance data is calculated using the state SCORECARD system and its required elements.

Upon review of the completed applications submitted by training service providers in its local area, the LWIB records its approval or disapproval of the application, including the reasons it was rejected. A determination must be made no later than 60 days from receipt of the application by the LWIB. Training programs/providers will appear on the statewide ETPL of certified training programs after LDOL verifies the eligibility, or 30 days have elapsed, whichever occurs first. LDOL will compile and publish the statewide list.

The Louisiana Workforce Commission establishes the state minimum performance levels, as indicated below.

Current Minimum Performance Standards for 2005 are:

Program Completion Rate: (30%)

Employment Rate: (50%)

Wages at placement: (\$5.60 per hour or more)

LDOL collects all the required student data in order to calculate performance outcomes. The employment and wage outcomes are verified through Unemployment Insurance Wage Records. These outcomes are posted to the web application by the State.

If a training program fails to meet the required minimum level of performance for employment, the training provider will have the opportunity to provide the LWIB with verifiable documentation regarding the employment status of students who exited the program.

The requirement for performance data may be waived by LDOL for new providers only, upon a show of good cause. A “new program” has been defined as a program that did not exist in the previous year for a unique training provider, CIP code and degree type. A “new program” will be required to submit performance data for the first year in which adequate performance of program graduates is available. In addition, existing private and non-private training providers that are applying for eligibility for the first time and have not previously collected individual records based on Social Security Numbers, shall also be considered a “new program”.

All reasons for requesting a waiver of the performance data requirements must be adequately documented. The training provider must provide detailed justification for missing or incomplete data necessary to calculate the performance measures.

- **Describe how state solicited recommendations from local board/training providers/public including business/labor orgs, in development of these policies/procedures**

Louisiana determined early in its transition process to WIA that the eligible training provider component of the ITA system and the state mandated SCORECARD system must be integrated and presented as a single interface. Act I of the 1997 Louisiana Legislature required Louisiana to develop a SCORECARD system for all publicly funded training providers. The system was implemented in January 2000, and provides the information needed to determine subsequent WIA provider eligibility, including employment in training-related occupations and wage rates. An interagency SCORECARD team was used to provide input and feedback on the ITA system, including the application design, individual data items, and performance and cost information. This group has spent considerable time developing common definitions of enrollee, completer, exiter, wage computations, and retention. The SCORECARD team includes representatives of technical and proprietary schools, community-based organizations, adult education, vocational rehabilitation, and higher education. On an annual basis, the process and data collection instrument is presented to currently eligible and potential training providers, as well as local Workforce Investment Board staff, in a series of workshops. Their input and questions have been used to clarify and define the process each year. LDOL also works closely with the Louisiana Board of Regents, which has oversight over post secondary education, on student data changes and challenges.

- **Describe how state will update and expand ETPL to ensure it has the most current list of providers to meet the training needs of customers?**

Louisiana has implemented a single statewide internet-based application that is used by all training providers seeking approval by the LWIBs to provide WIA Title 1-B funded training in their local area. This statewide, standardized system eliminates duplication and provides uniformity in the provider information gathered for the statewide list.

The provider list is maintained by LDOL and available in all One-Stops, via the Internet, through LDOL's Louisiana Virtual One-Stop System (LAVOS). The system currently displays information on all training providers in the State, including contact information, course offerings, tuition, related occupations with designations by those occupations that have been defined as demand, supportive services such as child care, transportation, financial aid, job placement, etc. The scorecard information indicates the performance of the provider.

- **Describe procedures the Governor has established for providers to appeal a denial of eligibility, termination of eligibility or other action by the board or agency. Procedures must include opportunity for hearing and time limits to ensure prompt resolution.**

Determinations by a LWIB(s) that a complete application submitted by a training provider does not meet the eligibility requirements (as set forth in the WIA, Public Law 105-220, Final Regulation dated August 11, 2000, or state policy), result in the LWIB issuing a written determination (denial notice) denying the application, within 30 days. A separate denial notice is required for each training program being denied. Such denial notice shall be delivered by certified mail, return receipt requested, to the training provider.

The denial notice shall clearly display the "date mailed" and shall clearly identify the program that was denied and the specific reason(s) for the denial. The denial notice shall also

clearly state that the training provider has the right to appeal the LWIB's decision within 30 days of the date the denial notice is received.

A training provider may be denied certification for a training program for the following reasons:

- The application is not complete;
- Performance data is not included with the application;
- Performance data does not meet state minimum standards;
- Any requirement for training providers listed under the WIA or established by state policy has not been met.

### **Denial of Training Programs by the LWIB**

**Local Level Review** – Training providers have 30 days from the receipt of the denial notice in which to file an appeal to the LWIB. The request for appeal must clearly identify the program denial that is being appealed and the reason for the appeal. Such appeal must be submitted in writing. The LWIB must issue a decision within 60 days after the appeal was filed. The LWIA must provide opportunity for a hearing and send the decision to the training provider by certified mail or hand delivered with a signature verifying receipt. If the training provider is not satisfied with the LWIB decision, an appeal may be filed with LDOL.

**State Level Review** – The training provider will have 30 days from receipt of the LWIB decision to appeal to LDOL. The appeal must be submitted, in writing, within 30 days of receipt of the LWIBs decision and must include a copy of the LWIBs decision. Within 60 days of receipt of the appeal an opportunity for a hearing will be provided and a decision will be issued to the training provider and a copy sent to the LWIA. Decisions rendered by LDOL are final and may not be appealed to the U. S. Department of Labor.

### **Denial of Eligibility, Suspension and/or Termination by the State**

LDOL also has the responsibility to remove training providers/programs from the certified training provider/program list under the following conditions (documented proof that these conditions exist must be provided by the WIB):

- ◆ If it is determined that the training provider intentionally supplied inaccurate information; the termination will remain in effect for a minimum of two years.
  - ◆ If it is determined that the training provider substantially violated any requirement under WIA or state policy;
  - ◆ For failure to reapply under Subsequent Eligibility Procedures. If training providers do not reapply, they will be removed from the list.
- **Describe the competitive/non-competitive processes used at state level to award contracts/grants for WIA title I activities including how potential bidders are made aware of availability of grants/contracts**

The competitive and non-competitive processes that will be used at the state level to award grants and contracts for activities under Title I of WIA are prescribed under “Uniform Administrative Requirements for Grants and Cooperative Agreements to State and Local Governments” which is codified in USDOL regulations at 29CFR part 97.

All procurement transactions will be conducted in a manner providing full and open competition consistent with the standards at 29CFR97.36, including proper notice to potential bidders. When procuring property or services under WIA, the State will follow the policies and procedures it uses for procurements from its nonfederal funds (LSA-R.S. 38 and 39, as applicable). These state level policies and procedures are very similar to those set forth at 20CRF97.36 identified below. Other grantees and sub grantees will use their own procurement procedures that reflect applicable State and local laws and regulations, provided that the procurements conform to applicable federal law and the standards identified at 29CFR97.36.

Non-competitive processes used at the State level to award grants and contracts for youth and adult activities under Title I of WIA are as follows:

(A) Contracts for social services that would include adult and youth activities under Title I of WIA, may be awarded without the necessity of competitive bidding or competitive negotiation only if the director of the office of contractual review determines that any one of the following conditions is present. The using agency shall document the condition present and such documentation shall be part of the contract record submitted to the office of contractual review.

1. The services are available only from a single source (sole source). Sole source procurement shall be determined by the director of the office of contractual review. A contract shall also be considered as sole source if a request for proposals is issued and only one or no proposals are received.
2. The State legislature has made an appropriation for that particular contractor or contractors via the appropriation bill or other statutes.
3. A quasi-public and/or nonprofit corporation, such as a parish voluntary council on aging, an area agency on aging, or an association of retarded children or equivalent, has been established in accordance with the State to provide the particular service involved in the contract.
4. Local matching funds of greater than ten percent of the contract amount are required to be contributed by the contractor. Such matching funds may be in the form of cash, certified expenditures or in-kind contributions, where applicable to the funding source.
5. The nature of the services being provided necessitates that a continuity of contractors be maintained as in but not limited to therapeutic and crisis support to clients and employment and training programs.
6. An emergency exists which will not permit the delay in procurement necessitated by the request for proposal procedure. Such emergency shall be determined by the director of the office of contractual review.
7. The total contract amount is less than one hundred fifty thousand dollars per twelve-month period. Service requirements shall not be artificially divided so as to exempt contracts from the request for proposal process.
8. The contract is with another governmental entity or governmental body.
9. Funds are specifically designated by the federal government for a particular private or public contractor or political subdivision.
10. The contract is with a social service contractor who supplies services under a contract in existence as of November 30, 1985, as long as such contractor continues to supply substantially the same services and the using agency certifies:
  - (a) The services are satisfactory.



(b) They intend to continue contracting with that contractor.

(B.) If none of the conditions given above are determined by the director of the office of contractual review to be present in a contract for social service, then that contract shall be awarded through a request for proposal process, under rules and regulations issued by the office of contractual review.

For social service contracts not qualifying under the non-competitive procedures adequate public notice of the request for proposals shall be given by advertising in the official journal of the State, in the official journal of the parish in which the services are to be performed and such other newspapers, bulletins, or other media as are appropriate in the circumstances. Such advertisements shall appear at least twice in the official journal of the State and twice in the official journal of the parish. If the services are to be performed in or made available to residents of a multi-parish area, advertising in the official journal of the State and in one or more newspapers of general circulation in the State at least twice shall be sufficient to meet this requirement. In all cases, the first advertisement shall appear at least fourteen days before the last day that the proposals will be accepted. In addition, written notice shall be mailed to persons, firms, or corporations who are known to be in a position to furnish such services, at least fourteen days before the last day the proposals will be accepted. This last requirement is subject to reasonable limitation at the discretion of the using agency.

Local workforce investment areas will describe their procurement policies in their local WIA plans. These policies will conform to the standards identified at 29CRP97.36. Based on recommendations of the youth councils, local boards will identify eligible providers of youth activities by awarding grants or contracts on a competitive basis utilizing the local procurement policies described in their plans. LDOL has requested a waiver, described elsewhere, to allow LWIAs to use the ETPL to select training providers for out of school and older youth.

Institutions of high education, hospitals, and other non-profit organizations are required to follow OMB Circular A-110 that is codified in the USDOL regulations at 29CFR part 95.

In addition to the requirements at 29CFR 95.48 and 29CFR 97.36(I), all procurement contracts and other transactions between local boards and units of State or local governments shall be conducted only on a cost reimbursement basis. No provision for profit shall be allowed.

- **Identify criteria used by local boards in awarding grants for youth activities, including criteria that the Governor and local boards will use to identify effective and ineffective youth activities and providers of such activities.**

The SCORECARD system is able to provide data on specific training provider programs. LDOL provides local workforce boards with this information from the SCORECARD system on skill training providers in the same format as the adult individual training account/eligible provider system. Local boards using youth funds to provide skill training to older youth (19-21) will be encouraged to follow the same criteria as outline in the ITA system policy.

Each local workforce board has developed an RFP policy, using this and other local data to identify effective and ineffective basic skills, dropout prevention and work readiness type

programs. LDOL has provided local workforce investment areas with a model RFP and REP policy and procedures guide. LDOL has recommended that the local boards and youth councils use Title I funds to help fully develop the youth system to meet the ten WIA program elements by working with consortiums of service providers to provide service solutions not stand alone programs. As local youth councils and boards develop community-wide strategies that address youth development principles, they are encouraged to look at the following to identify effective and ineffective youth activities and providers:

- Quality Management in programs characterized by sound management, experience, and capabilities
- Youth Development programs exhibiting a conscious and professional reliance on the ten required WIA program elements
- Workforce Development programs that connect youth to the workforce, make appropriate use of training, workplace exposure and work experience, consistently emphasizing the connection between learning and work
- Evidence of success in programs that collect and made credible use of performance data and other outcome measures that reflect their operational effectiveness.

At a minimum, the policy should contain information on the number of persons enrolled, number completed, the number of basic skill and work readiness goals achieved, including the number who attained secondary school HS diploma or GED and the successful transition of the completers to postsecondary education, advanced training, or employment. Each local workforce board must include its policy in its WIA plan

Louisiana is requesting an exemption to the competition requirement of support services and follow-up services and to have these services categorized as part of the design framework. The goals for the youth program under the **waiver** will be greater effectiveness, efficiency and continuity of services, saving resources that can be spent on additional services and reducing administrative costs. By including the follow-up and support service elements in the design framework, local workforce centers would be able to provide greater continuity of services for youth, resulting in higher retention rates. The youth program operates on the premise of long-term participation during which time a strong relationship is likely to be formed. When the youth terminates from the program and enters into the follow-up period, if follow-up services are provided by a different organization it produced a fragmented delivery system and is likely to render services less effective. The established relationship with staff will not exit with a new organization contracted to do follow-up and the youth is less likely to take advantage of available services that lead to more stability and longer retention. By allowing the local workforce case manager to continue contact with the participant during the follow-up period there will be greater effectiveness in quickly identifying the needs of the youth and offering assistance. Likewise, by allowing local workforce center case managers to identify and issue payment authorization for support services, the continuity of service stays in tact. Due to the relatively small youth allocations for some Louisiana LWIAs, support services are generally small and used to provide help for transportation, clothing, eyeglasses, tools, physicals and other small purchases. This youth practice would be consistent with the way adult services are provided through the one-stop centers, reducing cost and improving efficiency.

LDOL has implemented a fund tracking system as part of its integrated management information system. By collecting data on costs related to service providers and individual

services, the state can help the LWIAs determine both which service providers and what mix of services produce the best long-term outcomes. This data will be used during PY05 to assist local areas make appropriate funding decisions.

The state is asking for a **waiver** to allow use of Eligible Training Provider System (ETPL) for Older and Out-of-School Youth. The Eligible Training Provider System requires that training providers meet rigid requirements for certification to provide training for Adult and Dislocated Workers. Louisiana believes that the Older Youth (19-21) and Out-of-School Youth would benefit from the services provided by these certified training providers. Allowing the LWIBs to use the ETPL for Older and Out-of-School Youth will result in streamlining services and increasing flexibility. In addition it will help increase the number of participants who receive training and ensure that training services for youth will be available in a faster and more efficient manner. Many LWIBs find it difficult to secure training providers willing to competitively bid to provide youth training. In addition, the time period for matching training providers to youth who are in need is lengthened considerably. Use of the ETPL will improve youth services through increased customer choice in accessing training opportunities in demand occupations, increase the number of training providers for youth, provide LWIBs more flexibility in securing training providers, promote better utilization of service providers in rural areas and eliminate duplicative processes for service providers thereby reducing administrative costs.

## **H. One-Stop Policies**

- **Describe how services provided by each required and optional One-Stop partner will be coordinated and made available through the One-Stop system. Include how State will consolidate Wagner Peyser funds to avoid duplication of core services.**

Louisiana local Workforce Investment Boards (LWIBs) have been granted considerable authority and flexibility in determining how and to what level their required partners can be integrated into the Comprehensive One-Stop Centers. Required partners operate within the One-Stop system across the State to provide a full array of services for all populations. LDOL and the Workforce Commission will work with the LWIBs to become more strategic than programmatic by providing assistance to the boards to write strategic plans in a similar manner as the state. Following Task Force on Workforce Competitiveness recommendations, the state will work with the LWIBs to be more demand driven and responsive to employer needs in the area by integrating and utilizing all one-stop partner services.

Within many of the local areas, required partners have representatives assigned to and housed within local One-Stop Centers on a full-time basis. Staff are fully integrated into operations and are available to service customers. Customers have myriad resources available to them through these collaborative partnerships.

In other local areas, partners maintain a part-time physical presence on scheduled days or times. In still other circumstances partners are linked electronically. This is normally determined by customer volume, geographic distance and availability of space or resources.

The integration of WIA and Wagner-Peyser programs within the State is a work in progress. The Department of Labor took the first steps toward consolidation by undertaking a reorganization of administrative office staff in the Office of Workforce Development.

Duplicative staff positions were eliminated and responsibilities for tasks shared in common by both funding streams (e.g. fiscal, personnel, performance monitoring, etc.) were integrated. Savings realized from this streamlining process can be used for direct services. Within each of the 18 local areas, the One-Stop centers are entering into a new era of cooperation and integration with their partners, working to create a seamless service delivery system. Efforts are currently under way to locate consolidated facility and resolve lease issues. This will allow all of the partners to be housed within the same facility so that they may better integrate their services. In addition, Wagner-Peyser staff is assuming more responsibility for providing core services across the system in an effort to eliminate duplication of services. Louisiana has submitted a **waiver** to better coordinate provision of core services. Coordination is now taking place with regard to job fairs and mass recruitment events. There is universal access to job orders, workforce information and training providers through LAVOS. In conjunction with the Governor's Task Force on Workforce Competitiveness, the state will develop pilot projects using intermediaries to identify target areas and deliver solutions.

In an effort to better leverage available resources the State is developing a Service Guidance Model for all 18 WIA areas. Under this model, the local WIA Directors and/or Wagner Peyser Regional Manager provides a leadership role within their area. They are responsible for setting the overall policy and vision for the operation of their programs in the one-stop in each local jurisdiction, within WIA and Wagner-Peyser regulations and in cooperation with the State. Following guidelines from LDOL, based on Federal requirements and regulations and recommendations from the Task Force on Workforce Competitiveness, the local WIA Directors/WP Regional Managers have been granted the flexibility to set the policies regarding local, integrated operations of LDOL programs. The partnership between local WIA Directors and Wagner-Peyser Regional Managers ensures that applicable Federal and State guidelines and regulations are met and that the resources available meets the needs of their customers.

- **Describe how the State helps local areas identify areas needing improvement and how technical assistance will be provided.**

LDOL has developed a two-tier technical assistance model. Technical assistance staff, housed in the administrative office, review performance reports and financial expenditure levels. Program Advisors are housed locally and work with the LWIAs to develop solutions to problems identified at the state or local level. They attend local board meetings and provide hands on assistance and guidance. The MIS section has staff assigned to assist all LDOL employment and training programs within each local workforce investment area. This integrated approach assists all one-stop partners in an area understand their performance data, enter participant and employer data into the system, utilize reports, and use case management functions in the system. They work with the Program Advisors to provide solutions to local areas. LDOL is in the process of integrating each funding stream's program advisors into a cohesive set of one-stop system advisors. This will reduce administrative costs and provide a more integrated approach to service delivery.

LDOL conducts quarterly programmatic, performance and fiscal reviews to ensure compliance with State and Federal regulations, determine if WIA funds are being fully utilized, and to determine if the full array of services are available to all populations in an integrated seamless manner. The Program Advisors work with the local WIA Directors to

provide technical assistance as needed. The State also conducts the annual WIA Data Element Validation and uses these findings to provide necessary technical guidance and feedback to the locals.

LDOL issues Instructions to provide integrated policy guidance and assistance to the local WIA grant recipients, Wagner Peyser programs, and service providers. LWIBs are responsible for disseminating these instructions to their staff and service providers. LDOL has developed a password accessible electronic extranet to provide access for LWIBs to directives, reports, training information and serve as a communication portal between the state and the LWIBs.

- **Identify any additional state mandated One-Stop partners and how their programs/services are integrated into the One-Stop Career Centers.**

No additional state mandated one-stop partners have been identified.

**I. Oversight/Monitoring Process – describe criteria/procedures state utilizes to move system toward state’s vision and achieve goals identified above, such as use of mystery shopper, performance agreements**

To ensure the seamless delivery of effective and efficient services to One-Stop customers, the State reviews both the operation and management of its One-Stop Centers and the function of Local Workforce Investment Boards. One-Stop monitoring consists of two major components: desk and on-site monitoring. One-Stops are monitored to:

- Ensure the One-Stop is operating in compliance with WIA law and regulations;
- Ensure the services provided by the One-Stop meet a consistent level of quality across the State; and
- Identify best practices, which include policies, procedures and structures that facilitate service delivery or remove barriers to the receipt of services.

a. Desk monitoring consists of quarterly fiscal, programmatic and performance monitoring of both WIA and Wagner-Peyser operations. An analysis of the programmatic and fiscal data is developed by a team, which includes field staff, monitors and programmatic and fiscal specialists. Both the team and senior management staff review this analysis during a quarterly review meeting. The major components of desk monitoring include:

*i. WIA*

Fiscal Monitoring includes a review of expenditures and obligations to identify if the local area is on target.

Programmatic monitoring includes a review of the number of registrants, number of exits, number of WIA Adults and Dislocated Workers in training, number of WIA Youth enrolled in programs, number of the most at-risk youth served, number of veterans served and whether the local area is meeting the 17 WIA performance measures.

*ii. Wagner-Peyser*

Programmatic monitoring includes a review of new job seekers, services received, number of exiters and entered-employment and retention rates for both Wagner-Peyser and Veterans programs.

*iii. Products*

A letter is developed for each local director, including areas of effective practice, potential problems and existing problems or concerns.

If major problems are identified, a corrective action plan is required.

b. On-site monitoring consists of annual programmatic and fiscal monitoring and a review of how the grantees monitor their sub-recipients. The components of the on-site monitoring are:

*i. WIA***Programmatic Monitoring**

A data validation sample from the prior year is pulled for each local area using the Mathematica Validation Software. Data is validated to ensure local areas are properly documenting services and outcomes. In addition, a sample of current participants is pulled and the same eligibility and services information is validated.

An in-depth review of the operation of the One-Stop will address staffing, customer flow, cost sharing, linkages and referral and level of involvement of the One-Stop partners. In addition a key component is observation of services including those provided at the One-Stop and a sample of vendors. This observation includes: ensuring that Core services are universally and easily accessible, that customers needing Intensive services receive them in a timely manner and that staff are trained and knowledgeable about the services available through the One-Stop as well as other community resources.

An Equal Employment Opportunity review is done. The review ensures that policies and procedures have been developed in accordance with EEO requirements. Participant data is reviewed to ensure there are equitable services and outcomes.

***Fiscal Monitoring***

Tracking quarterly reports to source document includes reviewing the primary fiscal system and any subsidiary systems used in the preparation of reports. A random sample of invoices is checked to ensure supporting documentation is present, costs are reasonable and allowable and payments are correct and timely.

Reviewing internal controls to ensure they are adequate including separation of duties and an adequate review and approval process.

Reviewing obligational controls to ensure the grantee neither over nor under commits or expends funds in completed quarterly.

### ***Grantee Sub-Recipient Monitoring***

Review the grantee's sub-recipient monitoring instruments to ensure appropriate fiscal and programmatic areas are monitored. Obtain the list of sub-recipients that were monitored last year and the schedule of sub-recipients to be monitored in the current year.

Review a sample of the sub-recipient monitoring reports to include noting any problems identified and corrective actions taken.

#### *ii. Wagner-Peyser*

Programmatic monitoring includes the same in-depth review of One-Stops as described in WIA, section B(1)(2).

#### *iii. Products*

Draft monitoring report and exit conference within 30 days of the on-site visit. Grantee has 30 days to respond to the report.

Final monitoring report, which incorporates or takes into account Grantee responses to the draft monitoring reports. This is completed within 60 days of the draft report.

Corrective action response within 30 days of receipt of final report, if corrective action is necessary.

Desk or on-site review, whichever is appropriate, to ensure corrective action steps are taken. The timeframe is dependent on the severity of the problem.

### **Workforce Investment Board Monitoring and Oversight**

Local WIB monitoring and oversight is designed to ensure local boards meet the membership and function requirements of WIA, Section 117. This is done through a biennial board recertification process. It is important that local boards serve as both change agents and drivers of the accountability effort at the local level. In order for the local board to successfully support integration and collaboration, the State must ensure the appropriate stakeholders are represented and the board is fulfilling its mandated role.

During the recertification process, the State Board reviews:

The composition of each local board and adherence to established membership criteria as outlined in Section 117 (b);

The satisfactory performance of required board functions as outlined in Section 117 (d);

The establishment and appropriate composition of a Youth Council or alternative entity, as specified in Section 117 (h), that carries out the required duties; and

The performance of the local area on WIA performance measures.

Local boards are recertified for a two-year period, unless they have failed to meet all established requirements. In such cases, the local WIB must develop an improvement plan to address any deficiencies and receive technical assistance from LDOL. The State will monitor the local board's progress and, if satisfactory, will recertify.

**J. Grievance Procedures – attach copy of state's grievance procedures for participants and service providers**

A copy of Louisiana's grievance procedure is included starting on page 131.

**K. Describe the following policies that have been developed to facilitate effective local workforce investment systems:**

- **State guidelines for selection of one-stop providers by local boards**

The Louisiana Workforce Commission has issued guidelines for One-Stop system implementation that contains the requirements for the selection of one-stop operators.

A copy of the Workforce Commission's guidelines is attached.

LWIBs have the responsibility to designate and certify One-Stop operators in each area, either through a competitive process or under an agreement with a consortium of entities that includes at least three of the required one-stop partners. Each local plan will include an identification of the operator, as well as a description of the process by which the operator was selected. The local plan must contain an assurance that the local chief elected official (CEO) agrees with the choice of One-Stop operator.

- **Procedures to resolve impasse situations at local level in developing MOU to ensure full participation of all required partners in the One-Stop delivery system**

All one-stop partners will financially support the one-stop system. The memorandums of understanding that all one-stop partners sign with the LWIBs include their means of financial support of the system. As partners develop the single point of contact within their workforce investment area, they will share the administrative operating costs of the center. By reducing the administrative overhead required by maintaining separate duplicative offices, funds will be made available to provide other services. Each one-stop partner's program regulations contain specific requirements concerning how those program funds must be used. The system should leverage funds across programs by (1) allowing each program to expend funds for those program components which are a part of its mission, (2) not duplicating services which are the mission of another entity within the one-stop system and (3) seeking out additional partners to provide needed services which are a part of their mission. This will provide comprehensive, nonduplicated, cost effective services that expand the involvement of businesses and individuals in the local area.



The Departments of Labor, Social Services, and Education; the Community and Technical College System; the Division of Administration; and the Workforce Commission have executed a State Level Memorandum of Understanding for Louisiana's One-Stop System. This document establishes commitments, shared values, joint processes, and procedures that will enable state-level One-Stop program partners to integrate core, intensive and training services into a locally operated service delivery system. It will define services and financial commitments of state-level partners and the designated persons that LWIBs can contact to negotiate their local MOUs.

Procedures to resolve impasse situations at the local level in developing MOUs to ensure full participation of all required partners in the One-Stop delivery system:

WIA emphasizes full and effective partnership between local boards and One-Stop partners.

- (1) LWIBs and partners must enter into good-faith negotiations.
- (2) LWIBs and partners may request assistance from a State agency responsible for administering the partner program, the Governor, the State Workforce Commission, or other appropriate parties.
- (3) The State agencies, the Workforce Commission and the Governor may also consult with the appropriate Federal agencies to address impasse situations after exhausting other alternatives.
- (4) The LWIBs and partners must document the negotiations and efforts that have taken place.
- (5) Any failure to execute an MOU between a LWIB and a required partner must be reported by the LWIB and the required partner to the Governor or State Workforce Commission, and the State agency responsible for administering the partner's program.
- (6) Any failure to execute an MOU between a LWIB and a required partner must then be reported by the Governor or the Workforce Commission and the responsible State agency to the Secretary of Labor and to the head of any other Federal agency with responsibility for oversight of a partner's program.
- (7) If an impasse has not been resolved through the alternatives available, any partner that fails to execute an MOU may not be permitted to serve on the LWIB. In addition, any local area in which a LWIB has failed to execute an MOU with all of the required partners is not eligible; for state incentive grants awarded on the basis of local coordination of activities under 20CRF665.200(d)(2).

- **Criteria by which the State determines if local boards can run programs in-house**

Approval of LWIBs to run programs in-house -

A Local Board may not directly provide core services, or intensive services, or be designated or certified as a One-Stop operator, unless agreed to by the chief elected official and the Governor.

A Local Board is prohibited from providing training services, unless the Governor grants a waiver in accordance with the provisions in WIA section 17(f)(1). The waiver shall apply for not more than one year and may be renewed for not more than one additional year.

The restrictions on the provision of core, intensive and training services by the Local Board, and designation or certification as One-Stop operator, also apply to staff of the local board.

The LWIB must submit a written request that includes:

- Evidence that local training providers are unable to meet local demand, including a list of the training providers that submitted certification applications to the LWIB, and the programs for which they applied for certification;
  - Information demonstrating that the board meets the requirements for an eligible provider of training services;
  - Information demonstrating that the training program prepares participants for an occupation that is in demand in the local area;
  - Evidence that the proposed request was made available for comment to training providers and other interested parties for a period of not less than 30 days; and
  - A copy of the comments received.
- **Performance information that OJT/customized training providers must provide**

Performance information that OJT and Customized Training Providers must provide:

Requirements: The local program must not contract with an employer who has previously exhibited a pattern of failing to provide OJT or customized training participants with continued long-term employment with wages, benefits, and working conditions what are equal to those provided to regular employees who have worked a similar length of time and are doing the same type of work.

Data Collection and Dissemination: One-stop operators in a local area must collect such performance information as number of trainees, number of participants retained in unsubsidized employment for six months including those jobs with fringe benefits (retirement and employer assisted health insurance, etc.), hourly wages and whether the jobs are part of career ladders. The One-Stop operator will analyze this performance information and a determination made as to whether the providers meet the above stated requirements. A list of providers that have met such requirements will be disseminated through the One-Stop delivery system.

- **Reallocation policies**

Reallocation policy: The Governor may reallocate youth, adult and dislocated worker funds among local areas within the State in accordance with the provisions of sections 128(c) and 133(c) of the Act. If the Governor chooses to reallocate funds, the following shall apply:

1. For the youth, adult and dislocated worker programs, the amount to be recaptured from each local area for purposes of reallocation, if any, will be based on the amount by which the prior year's unobligated balance of allocated funds exceeds 20% of that year's allocation for the program, less any amount reserved (up to 10%) for the cost of administration. Unobligated balances must be determined based on allocations adjusted for any allowable transfer between funding streams. This amount, if any, must be separately determined for each funding stream.

2. To be eligible to receive youth, adult, or dislocated worker funds under the reallocation procedures, a local area must have obligated at least 80% of the prior program year's allocation, less any amount reserved (up to 10%) for the costs of administration, for youth, adult or dislocated worker activities, as separately determined. A local area's eligibility to receive a reallocation must be separately determined for each funding stream.

Louisiana is requesting a **waiver** from the provisions regarding reallocation among local areas. This waiver would provide flexibility to LDOL in redistributing funds among the LWIAs and allow, through administrative efficiencies, for the opportunity to further workforce system integration. LDOL ensures that financial reporting will be consistent with current USDOL requirements and that federal funds will be effectively managed for maximum service provision and program performance. Workforce areas that provide quality service will have access to additional resources to meet the needs of employers, job seekers, and incumbent workers. In addition, the waiver will allow LDOL to promote cost benefits of improved administrative efficiencies, encouraging the increased leveraging of resources within the workforce area. LDOL seeks to redistribute workforce funds to LWIAs that have achieved not only targeted expenditure levels but also established performance targets, such as whether the workforce area met employers' needs for a highly skilled and job-ready workforce.

- **State policy for approving local requests for authority to transfer funds between Adult and Dislocated Worker funding streams at the local level**

State policy for transfer of funds between adult and dislocated worker programs:

Louisiana has a current **waiver** to allow local boards to transfer up to 100% of a program year allocation for adult employment and training activities and up to 100% of a program year allocation for dislocated worker employment and training activities between the two programs. The state is requesting a continuation of this waiver. Before making any such transfer, a local board must obtain the Governor's approval. Requests for transfer must clearly describe the impact that the action will have on the level of services available to meet the employment and training needs of eligible participants in the program from which the funds are being transferred, and the extent to which the proposed transfer will improve the delivery of employment and training services. All transfers of funds require a proper amendment to the appropriate grant agreement.

In addition, Louisiana is requesting a **waiver** to allow LWIBs to transfer up to 20% of their allocation between the adult and youth programs. This will provide Louisiana with additional flexibility to develop the appropriate mix of services needed by the population in each LWIA. As the system moves to serve more out-of-school youth (OSY), this will help the LWIBs develop strategies to better match funding with the different customer groups. If a LWIA has a large number of OSY in need of training, adult funding may be the appropriate mechanism. If the OSY in a LWIA need assistance to return to alternative education, mentoring and skill development, youth funding would be a more appropriate mechanism. As each LWIB realigns services to meet USDOL's new strategic vision for youth, this waiver will assist the area implement their strategic vision.

- **Policies related to displaced homemaker, nontraditional training for low-income individuals, older workers, low-income individuals, disabled and others with multiple barriers to employment and training**

The employment and training needs of all job seekers will be met through the provision of Core, Intensive and Training services accessible through Louisiana's One-Stop system. It is the policy of LDOL to prohibit all forms of unlawful discrimination in employment and in the delivery, provision of and access to any LDOL service, program, resource or opportunity. To ensure that special populations are appropriately served and that non-traditional career opportunities are presented, local WIBs are encouraged to provide professional development training to all front-line personnel. They are also encouraged to include service providers and community-based organizations that serve special populations on the local board, or its groups and subcommittees.

Each LWIB must develop a local policy regarding priority of service for the provision of Intensive and Training services to Adults and Dislocated Workers under WIA Title I and this policy must be incorporated into the local plan. The Adult priority of service policy must provide priority to recipients of public assistance and other low-income individuals. Local plans must also clearly define how the needs of displaced workers, displaced homemakers, low-income individuals, public assistance recipients, women, minorities, individuals training for non-traditional employment, veterans and individuals with multiple barriers to employment including older workers, individuals with limited English-speaking abilities and individuals with disabilities, will be met.

A local board may elect to provide training without the use of Individual Training Accounts to special low-income participant populations facing multiple barriers to employment, with agreement from LDOL and the WFC. Those special participant populations may be individuals with significant cultural or language barriers, ex-offenders, homeless individuals or many include individuals from other locally defined populations. To provide such training, the local board must develop criteria to determine the "demonstrated effectiveness" of the training provider, which must include the financial stability of the organization, demonstrated program performance and explanation of how the program relates to the workforce investment needs identified in the local plan.

- **If do not delegate to local boards, provide state's sixth youth barrier**

Louisiana delegates the responsibility of defining the sixth youth eligibility criteria to Local Workforce Investment Boards.

## **IX. Service Delivery**

### **A. One-Stop Service Delivery Strategies**

- **How are services provided by each of the required and optional One-Stop partners coordinated and made available through the One-Stop system?**

One-stop centers, including Wagner-Peyser funded services, will use a triage system to establish a three-tiered service strategy. Each center will have a self-help resource center as the central core, thereby encouraging customer empowerment through self-directed activities. Job orders are available on the Internet to enable jobseekers to access labor exchange services at the locale most convenient to them. Through LAVOS, LDOL has developed an online job order form to maximize employer choice by providing them with the ability to directly enter the labor exchange process in the manner best suited to their needs by either self identification or through staff assistance. The system provides job seekers direct access to employer listings through the self-service component with direct or screened contact as the employer chooses. Customers are able to complete resumes in LDOL's skill based referral system. Those customers needing assistance accessing service have trained staff available at the one-stop centers to provide help on use of the Internet, software programs, resume development, etc. All One-Stop staff are trained to recognize customer needs for facilitated self-help in the centers and will direct customers through the system to intensive services as required. Those customers needing more intensive services have access to career aptitude/interest assessments and counseling services delivered through a case management system as applicable to each customer. The system encourages customer choice, thereby facilitating a better match to needed services resulting in a more rapid entry into the workforce. LDOL's is developing a Family Income Growth Strategy that will provide staff with the skills, knowledge, and tools to provide customer choice in service delivery and design. This approach helps job seekers first develop a financial plan and then use workforce information to build a career plan. This will enable them to ensure the job/training they choose will match their financial needs and is part of a career ladder. Each local workforce development plan addresses the mix of services in their local area and delivery strategies. The Louisiana Workforce Commission has developed recommendations pertaining to the development of local memoranda of understanding that contains the required elements needed in local MOUs. The local partners can use it to address coordination of services and ensure that the full array of services is available to customers. Business services are coordinated so that employers will not be approached by representatives from multiple One-Stop partners.

- **How are youth formula programs integrated in the One-Stop system?**

Through use of Wagner-Peyser funds youth have access to the One-Stop system career centers. The matrix of services by One-Stop partners includes appropriate services available to youth. All WIA youth contractors are required to coordinate their services with One-Stop entities in their area to ensure that youth can access all appropriate services. Louisiana believes that youth, particularly out-of-school youth, should be introduced to the services available through the One-Stop system early in their development and encouraged to use the One-Stop system as an entry point to obtaining education, training and job search services.

- **What minimum service delivery requirements does State mandate in a comprehensive One-Stop Center or an affiliate site?**

The State mandates that One-Stop Centers provide Core, Intensive and Training services. Where feasible, Core services are provided through self-service and informational methods. Core services are universally accessible through the One-Stop physical locations and LAVOS.

Intensive services are provided to individuals who are unemployed or underemployed and having difficulty securing appropriate employment through Core services. The individual must demonstrate difficulty overcoming obstacles that prevent him/her from retaining or securing employment leading to self-sufficiency. Intensive services include, but are not limited to: comprehensive and specialized assessment, diagnostic testing, identification of employment barriers through in-depth evaluation, individual employment plan, group and individual counseling, career planning, case management and short-term pre-vocational services. Additional Intensive services may include out-of-area job search, relocation, literacy, internships and work experience.

Training services may be provided to individuals who are unemployed or underemployed and having difficulty securing appropriate employment through Intensive services. The individual must demonstrate difficulty in overcoming obstacles that prevent him/her from retaining or securing employment that leads to self-sufficiency. Training services include, but are not limited to: occupational skills, OJT, cooperative education programs, private sector upgrading, apprenticeships, entrepreneurial training, job readiness, adult education combined with other training, and customized training. In most cases, training is obtained through the use of Individual Training Accounts.

The Task Force on Workforce Competitiveness will make recommendations on the mix of services, beyond those required by USDOL, and partner program participation in the one-stop system.

- **What tools and products state has State developed to support service delivery in all One-Stop Centers statewide?**

In 2001 Louisiana implemented the Louisiana Virtual One-stop System (LAVOS), an internet based system providing job seekers, businesses and workforce development staff with access to workforce information, job openings, training providers, O\*Net data, resumes, transferable skill matching, assessment tools and other features 24/7, helping them make informed career decisions. Job seekers can become members of LAVOS from home or any Internet accessible location. This allows faith based/community based organizations to utilize one-stop services for their clients' on-site. Job seekers can build their resume and attach it to specific job openings for employers to view. They can search for jobs using eight different search criteria ranging from key word search to skill matching to industry or specific employer searches. Job seekers can also match their WorkKeys scores to specific job openings. Employers can manage their entire recruitment process on-line, entering their own job orders, determine referral methods and view resumes on-line and record hires. Staff uses LAVOS to document and manage job seeker and program participant activities as well as business services. The system can spider employer websites as well as other job banks, providing one-stop system customers with access to most on line resources in the state

- **What models/templates/approaches does the State recommend and/or mandate for service delivery in the One-stop Centers?**

Certain services, resources and procedures are mandated for all One-Stop Centers. All One-Stops must have large self-service resource areas composed of computer stations with Internet connections, allowing customers to self-register and perform job search. This is accomplished through use of LAVOS and other resources such as America's Job Bank. The Resource Center must include office equipment including telephone, fax and copier for customer job search use and literature such as books, pamphlets, newspapers and videotapes that enhance an individual's job search. All One-Stops must have a receptionist who is knowledgeable enough to be able to explain services and triage customers. All mandatory partners must be present or linked electronically. Early Intervention workshops for profiled unemployment insurance claimants are required. Referral, testing and evaluation for training are required and performed regularly. Services mandated by the Jobs for Veterans Act are required. One-Stops must be accessible to all individuals. Beyond the mandatory components, One-Stops are urged to provide workshops on specific job search issues to all customers. Outreach to specific populations, such as ex-offenders and persons with disabilities, is recommended. Agreements with faith based and community based organizations, both formal and informal, are pursued.

A new approach to business services is being developed to create seamless service delivery to employers. The State is creating a training package aimed at providing business resource staff from all partners with the skills to market the One-Stop system to employers. Several LWIBs in the state are developing one stop business centers. LDOL is working with the Ouachita and Jefferson LWIAs to model these centers for replication in other parts of the state. The Task Force on Workforce Competitiveness is exploring industry specific workforce development (or sector) approaches that target specific industries through intermediaries that coordinate worker and workplace solutions that benefit low-wage workers and the regional economy.

BSRs will be provided a business services tool kit and the skills required to deliver integrated business services to area employers. Tools will be developed for Sales/Account Management skills and Human Resource services. We will also be supporting the reinforcement and development of sales skills on an ongoing basis. Members of the response team, in conjunction with other agencies, will receive basic economic development training.

## **B. Workforce Information**

The Labor Market Information Unit (LMI) of the Louisiana Department of Labor (LDOL) strives to provide workforce information to all the citizens of the state that need information to gain job readiness skills, provide training, search for jobs, find employees, and provide career options. This is accomplished by continuing to maintain and improve the electronic delivery of labor market information and by providing paper copies, where appropriate, to the following customers: One-Stop Centers, Regional and Local Job Service Offices, Louisiana Workforce Investment Areas (LWIAs), Workforce Investment Boards (WIBs), employment and training planners and providers, economic development agencies, career centers, researchers and grant writers, government officials, employers, jobseekers,

dislocated workers, libraries, educators, community and technical colleges, universities, proprietary schools, rehabilitation facilities, career planners and guidance professionals.

- **Describe how state will integrate workforce information into its planning and decision making including state and local boards, one-stop operations, case manager guidance.**

One aspect of the statewide workforce information system is the development and dissemination of customer-focused occupational and career information products. LDOL maintains its partnership with the Louisiana Department of Education, the Louisiana Community and Technical College System, Louisiana Board of Regents, Workforce Investment Areas (WIBs), and other local workforce development systems (i.e., guidance counselors, administrators, teachers, other educational professionals) to ensure awareness of workforce information by staff at every level. Virtual One-Stop (LAVOS) continues to enhance the delivery and availability of our LMI products and services. LMI staff responds to requests from the local Workforce Investment Boards and other community partners for guidance and training on effectively using the various LMI products made available to them, customizing presentations based on the expressed needs of the local staff.

Customer service and a focus on consumer needs for user-friendly resources in the areas of skill assessment, career planning, post-secondary training opportunities, and workforce information are the highest priority. LOIS was integrated into LAVOS, providing a seamless delivery point for occupational and career data. Presentations that highlight the range of products available through LOIS.

A “needs” survey was developed by LMI to assist in the customizing of training sessions to the needs of the audience. The surveys were sent to all pre-registered training participants, asking them to indicate the LMI products and data currently being utilized, the venue through which the product/data is accessed, and other topics about which the participant would like to learn more during the course of the training. LDOL staff reviewed the surveys prior to planning the program content for each session.

LMI continues to partner and collaborate with the Louisiana Department of Education to address the needs of middle and high schools by providing training tools geared toward today’s youth, using the latest projections and wages in hard copy publications. Customer feedback on the relevance and usefulness of the labor market products and services offered by LMI are an integral part of all work processes. In addition, WIA State Plan partners collaborated on another career publication called “Louisiana Rocks.” This publication was distributed across agencies and programs and has one version for in-school youth and a second version for out-of-school youth and adults.

LMI continues to produce the “Top Occupations in Demand” for Louisiana and the sub-state regions based on methodology approved by the Occupational Forecasting Conference (OFC). The “Top Occupations in Demand” are listed on the LDOL and OFC Websites and distributed to the secondary and post-secondary career and technical education leadership for the purposes of providing career guidance and curriculum planning. In addition, LMI staff provides data and staff expertise as the OFC works to develop information related to targeted industries.

LDOL will soon be producing short-term forecasts that cover a two-year period to supplement the ten-year projections that are produced every other year. Plans are to produce this data for the state



and the eight regional labor market areas. The short-term forecasts, in combination with the vacancy survey results, should provide stakeholders with insight to job trends.

- **Describe the approach the State will use to disseminate accurate and timely info to businesses, job seekers and counselors in centers and remote locations and homes in easy to use formats**

Louisiana's America's Labor Market Information System (ALMIS) database can be accessed through LOIS and LAVOS. In addition, LDOL provides data in Excel format based on updated North America Industry Classification System (NAICS) & Standard Occupational Classification (SOC) codes. The database is available to the general public 24/7 to the business community, job seekers including youth, workforce development centers, and counselors. LAVOS and LOIS delivery systems are continually being updated and enhanced as new data become available. Questions regarding LMI products come directly to the LMI Unit and are responded to promptly. Data is populated in this system as soon as it is available.

- **Describe how the State's Workforce Information Core Products and Services Plan is aligned with the WIA State Plan to ensure that the investment in core products and services support the State's overall strategic direction for workforce investment.**

The "comprehensive labor market information system" called for in Act 1 of the 1997 Louisiana Legislature includes three components: 1) a consumer information component on employment and training, 2) a report card on training programs, and 3) information on projected workforce and job growth and demand. The third component includes an occupational forecasting system that forecasts new and replacement needs of occupations. All ongoing work efforts toward the long-term industry and occupational projections are coordinated under the guidance of the Louisiana Occupational Forecasting Conference, which is staffed jointly by the Workforce Commission and LDOL. Amendments from the 2004 Regular Legislative Session to this act require occupational information on targeted cluster industries as identified by the Louisiana Department of Economic Development. LDOL has been designated as the agency responsible for the SCORECARD system that is being used to determine the selection of service providers to be included on the Eligible Training Provider List; the SCORECARD serves as the second component of the comprehensive system and the measures were jointly development by Workforce Commission and Labor staffs and approved by the Commission. The provider list is a part of WIA/SCORECARD and is published on the Internet and is available in all One-Stop Centers through LAVOS/LOIS. The system currently displays information on all public and most private training providers in the State, including contact information, course offerings, tuition, and supportive services (such as childcare, transportation, financial aid, job placement, etc.). Quality employment statistical information using the ALMIS format is delivered through LAVOS/LOIS. The additional information on training opportunities and the publicly available employment statistics fulfill the requirements of the first component of the comprehensive system. The Workforce Commission's Information and Communication Committee works closely with LDOL to ensure these systems are aligned with the state's mission.

LDOL's Office of Workforce Development (OWD) and Office of Occupational Information (OIS) work jointly to develop the Core Products and Services Plan. A copy of the draft plan is provided to the LWIAs, WFC staff and Economic Development. This group reviews proposed projects to be included in the Plan and develops a consensus work plan. Following

approval of the Core Products and Services Plan by USDOL, OWD and OIS work together to ensure the products developed meet the needs of the local areas. LDOL's OIS staff provides continued training to local staff on the use of workforce information. OWD ensures that this data is incorporated into all work processes in the One-Stop Centers and that all job seekers are provided current workforce information.

- **Describe how State workforce information products and tools are coordinated with national electronics workforce information tools**

Louisiana's information delivery system, Louisiana Occupational Information System (LOIS), is designed as an electronic resource for retrieving information from ALMIS for research and analysis. LAVOS integrates ALMIS with electronic tools to help job seekers match workforce information with career tools. The O\*Net Interest Inventory and Work Importance Locator are embedded in the system and are linked to occupational information including job openings and training opportunities. All job openings are also linked to specific occupational information. LOIS and LAVOS are enhanced as new data tables and/or products are introduced. Staff participates in all training opportunities made available to them concerning the system and new tools.

LOIS/LAVOS, both developed as Internet based systems, can ensure that labor statistics are timely and provide relevant information about the local labor market area. LDOL continually strive to improve the accuracy of the LMI system and work with both state and local economic entities in this process.

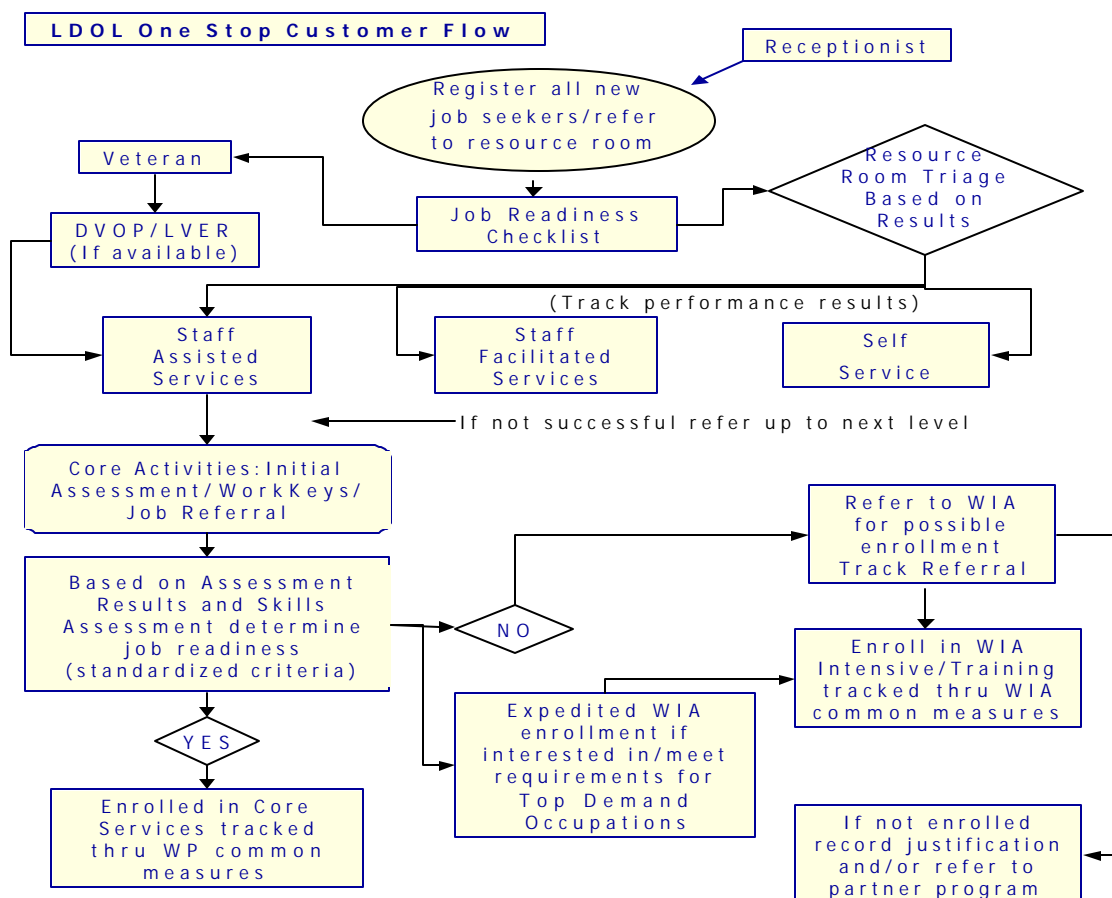
## **C. Adults and Dislocated Workers**

### **1. Core services**

- o State strategies/policies to ensure adult/dw have universal access to minimum core services
- o Describe WP three tiers and how accessible at local level
- o How state will integrate resources provided under WP and WIA as well as resources provided by other partner programs to deliver core services

Louisiana is committed to providing seamless service delivery to all job seekers through the One-Stop system. Through LAVOS all job seekers have self-service access to jobs, training opportunities and workforce information at any location that has Internet access. Job seekers can access Staff Facilitated services through the One-Stop Center Resource Rooms. One on one staff services are available for those job seekers, including Veterans, who need additional assistance. LDOL is working to provide services based on customer need not program delivery, grouping staff by services delivered not funding stream. To better integrate services and avoid duplication, Louisiana is requesting a **waiver** of the requirement that WIA Title I provide core services separate from and duplicative of those provided by Wagner Peyser. This will streamline delivery of Adult/Dislocated Worker Services through the One-Stop System by enrolling participants in WIA Title I at point of receiving Intensive services and enrolling all participants receiving Core services in Wagner Peyser. Numerous activities are defined as both Wagner Peyser staff assisted/staff facilitated services and WIA Core services. Determining which One-Stop customers are registered as participants and included in Wagner Peyser performance standards and which customers receive WIA Core Services and are enrolled and included in WIA performance standards cannot be clearly differentiated. As a result often which program a participant is enrolled in becomes a matter of chance and results in a duplication of services. As part of this move toward full integration into a single

process, Louisiana is requesting that all one-stop customers who receive staff assisted/staff facilitated core services in the one-stop be included in the Wagner Peyser performance measures and only those individuals who can not find employment following initial assessment, workforce information, and placement assistance be referred for enrollment in WIA Intensive/training services. All participants will be tracked through the common measures (core through WP and intensive/training through WIA). This will ensure participant process uniformity throughout the state. This approach matches the data collection process outlined in EMILE and the goals outlined in WIA reauthorization. In addition it will assist WP and WIA coordinate and integration services to all customers, avoid duplication, streamline costs, and provide all job seekers in the one-stop system a clearer path toward training in high growth high demand occupations.



## 2. Intensive services

Intensive services may be provided to adults and dislocated workers who are unemployed and unable to obtain employment through Core services, if the one-stop operator determines that the individual is in need of more Intensive services. Adults and dislocated workers who are employed, but who are determined to be in need of Intensive services to obtain and retain employment that allows for self-sufficiency, are also eligible for services. An individual must receive a core service in order to receive Intensive services.

Intensive services include, but are not limited to:

- Intensive assessment (beyond initial) of knowledge, skills and abilities. Generally these involve non self-service tools including O\*Net Skills Profiler to determine job seekers aptitudes, skill matches, development of career ladders, etc.
- Development of an individual employment plan
- Group counseling
- Individual career planning
- Case Management
- Short term pre-vocational services such as basic skills upgrade, GED, English as a second language, soft skills, job readiness and pre employment training and basic computer literacy.

### 3. Training

- **Describe Governor's vision for increasing training access/opportunities including the investment of WIA Title I funds and the leveraging of other funds and resources.**

Training services, to the extent feasible, will be provided through the use of Individual Training Accounts (ITAs) through the One-Stop system. This system will maximize customer choice in the selection of training activities.

Dislocated workers are provided services through LWIA programs as well as through state activities. Dislocated Workers access the WIA program through One-Stop locations and through rapid response efforts targeted to workers affected by specific layoffs. Displaced homemakers who are no longer supported by income from a family member will be served under the dislocated worker program. Based on individual assessments, LWIA's provide the services that each dislocated worker needs to return to employment, including the use of transition workshops and ITA's for those in need of occupational skill training. In addition to activities funded by LWIAs, the State plans to continue efforts to identify and provide transition services to unemployment insurance claimants who need assistance to return to workforce before exhausting their benefits. Other State funded activities may include innovative programs for displaced homemakers and programs to increase the number of individuals training for and placed in nontraditional employment. The State will provide additional assistance to local areas that experience layoffs or other events that precipitate substantial increases in the number of unemployed individuals and do not have the WIA resources to serve these individuals.

As part of the assessment process, one-stop staff assists job seekers match their interests, WorkKeys scores and current job skills to high demand/high wage jobs. An appropriate plan is developed outlining the jobs that match the participant's interests, skill gaps and financial needs. The participant is then directed to appropriate training, including basic skills upgrades as appropriate. In some cases, short-term training or OJT is the appropriate approach, particularly for dislocated workers who need rapid reattachment to the workforce. The Task Force on Workforce Competitiveness is looking at ways to reduce the length of training to match employer needs. Where feasible, participants are connected to IWTP training in order to better coordinate training resources.

The State has determined that WIA adult funds are generally considered to be limited and WIA Title I adult grant funds budgeted for intensive and training services must be provided

on a priority basis to TANF or other low-income individuals. Through use of the Family Income Growth Strategy (FIGS) as the core of an integrated case management system, low income individuals (including recipients of public assistance) and other individuals with multiple barriers to employment, will have access to an integrated service delivery system designed to assist them not to just get a job, but develop a long term strategy to achieve the income necessary for their family to be self sufficient. LDOL is emphasizing non-traditional employment with the greatest growth and earnings potential and will make this information available through the One-Stop system. LDOL has worked extensively with programs providing services to older workers and individuals with disabilities. Both through the One-Stop system and through state level funding, activities to assist these special populations will continue.

Louisiana is requesting a **waiver** to allow Supportive Services, including incentive payments, to be provided to adults/dislocated workers during follow-up. This waiver will allow WIA Title I funds to be used to pay adults/dislocated workers incentive payments in the same manner as youth. The regulations list supportive services such as transportation, childcare, dependent care, housing and needs related payments as allowable. It does not prohibit any others services. The WIA Regulations allow incentive payments to youth. Adults face the same barriers to maintaining employment. This waiver would allow LWIAs to streamline procedures and provide services appropriate to individual customer

- **ITAs**

- Policy direction state provided
- Innovative training strategies to fill skill gaps, include state's efforts to broaden scope and reach of ITAs through partnerships with business, education, economic development and how involvement is used to drive this strategy
- State plans for committing all or part of WIA Title I funds to training in high growth, high demand, and economically vital occupations
- State policy for limiting ITAs (\$ or duration)
- Current or planned use of funds for apprenticeship
- State policy on use of financial assistance to employ or train participants in religious activities when the assistance is provided indirectly

Louisiana does not intend to institute any statewide policies limiting Individual Training Accounts. LWIBs have been asked, in the local planning guidelines, to describe in their local plans any limitations that they intend to place on the local use of ITAs. The guidelines specify that such limitations may not be implemented in a manner that undermines the WIA's requirement to maximize customer choice in the selection of eligible training providers. LDOL is working with the LWIAs to implement ITA policies that promote training in high skill, high demand, high growth occupations where appropriate. Several LWIAs have sliding scale policies that relate the amount of the ITA to the wage and skill level of the occupation.

As discussed above, the Occupational Forecasting Conference creates the "Top Demand Occupations List" as a tool for developing long-term strategies in providing appropriate training to meet the needs of a skilled labor force related to the targeted cluster industries, as identified by the Department of Economic Development. LDOL and the Workforce Commission have developed innovative strategies to address the workforce needs of businesses in these targeted industries. An example is based on information supplied by the Louisiana Health Works Commission, trained healthcare workers was identified as a critical shortage area. LDOL and the Workforce Commission amended the ETPL process to address this shortage and develop a process to address other industries facing skill gaps. Some of the LWIAs have determined that in addition to an inadequate number of eligible training providers in these shortage areas there are also situations

where there is a pattern of more applicants than openings, particularly in programs being implemented through the Health Works Commission initiatives. A policy and procedure has been developed to allow LWIAs to leverage resources by participating in class size training projects in programs with insufficient providers.

Louisiana's WIA Eligible Training Provider system is a completely Internet based statewide standardized system which eliminates duplication and provides uniformity in the provider information gathered for the statewide WIA eligible provider list. Potential training providers apply to the system through LDOL's Louisiana Occupational Information System's (LOIS) Educational Information Collection Facility component. Each training provider is assigned an individual data entry access code for the system. They complete all applicable information on the school and the programs they wish to include on the eligible provider list. The training provider can update information on the system as needed. Applications are electronically transmitted to the applicable LWIBs for review and approval. The LWIBs electronically transmit those programs they would like to include on the state eligible training provider list to LDOL for final certification and inclusion on the statewide eligible provider list. The state SCORECARD system is linked to the ITA system and provides individual program complete information including placement, wage, retention and earning change information using wage records. Through LAVOS, the statewide eligible training provider list is available to One-Stop operators, clients and interested persons via the Internet. Persons are able to review and compare schools and programs, costs, and complete information on all schools in the State and identify those programs certified as WIA eligible training providers. Through the linkage of the SCORECARD and LAVOS, the system can provide current information on service providers that can enhance and maximize usage of the ITA system. LDOL is working with the Department of Education, Board of Regents, Proprietary School Board, Community and Technical College System Board and other training providers to consistently improve the SCORECARD system's performance information on training providers.

Employers who participate in Apprenticeship programs generally pay all instruction costs without any need for other funding sources. However, LDOL is working to increase the connection between WIA and Apprenticeship programs and to integrate the recruitment and assessment process within Louisiana's One-Stop System. Information on apprenticeship training programs is available through our Louisiana's SCORECARD.

The Local Workforce Investment areas are required to follow the limitations related to sectarian activities as described in the WIA law and regulations. No additional state restrictions apply.

- **ETPL**– state process for providing broad access to list and performance

The provider list is maintained by LDOL and available in all One-Stops via the Internet through LAVOS. The system currently displays information on all public training providers and many of the proprietary schools, apprenticeship programs, and community-based organizations in the State. Performance data on programs are available as part of the program information for all schools that provide student data for the purposes of the state Scorecard or WIA program eligibility. The most recent performance data are displayed for programs that are placed on the ETPL, while programs that are not on the ETPL, but part of the Scorecard database, have a detailed report available for prior years.

Throughout the year, Research and Statistics staff conduct workshops for training providers on the process and requirements for participating on the ETPL. They also provide guidance and training to the local WIBs and other community partners.

- **OJT/Customized Training (major directions, policies, requirements)**

- Describe governor's vision for increasing use
- How does the state identify jot/ct opportunities
- Market as an incentive to untapped employer pool
- Partner with high growth, high demand industries to develop potential jot/ct strategies
- Tap business partners to help drive the demand driven strategy through joint planning training and curriculum development and determining training length, and
- Leverage other resources to support jot/ct ventures

On-the-Job and Customized Training are two important tools the State uses to support its demand-driven workforce investment system. Both strategies begin with the employer's workforce needs and are built with significant employer involvement at all stages. The employer identifies the criteria for selecting appropriate trainees, assists in the development of training outlines and curricula and commits to hire and retain the individuals upon successful training completion. The employer also invests resources to support 50% of the training costs for On the Job Training. To provide more coordinated services to businesses, LWIAs are developing regional OJT and Customized Training contracts and processes. This will decrease administrative costs and provide an incentive to businesses to use these services. In addition, where feasible, LDOL links WIA Title I On the Job training with the State's Incumbent Worker Training Program.

LDOL is requesting a **waiver** to change the required 50% employer match for customized training to a match based on a sliding scale. Customized training optimizes the resources available under workforce development initiatives to provide employer driven training programs focused on employers' and job seekers' needs while minimizing programmatic and bureaucratic barriers. Louisiana currently administers an Incumbent Worker Training program (IWTP) that focuses on retraining existing employees according to the employers' needs and creating new jobs. The current WIA customized training program 50% employer match limits the ability to market customized training programs to local employers. Local employers too often conclude that the 50% match requirement creates costs that outweigh the benefits of participating in a WIA customized training program. It also limits the state's ability to coordinate and integrate the state's IWTP program with WIA. The proposed sliding scale for the employer match will create the necessary flexibility for employers to compare their cost benefit ratio of contributing a match amount to the benefits of a skill increase for their employees. Allowing businesses and industries to apply the sliding scale to determine the match amount will increase employer participation in WIA customized training programs at the local level. Boards will increase their participation rates for skilled job seekers that received training and found employment in high-skill, high wage occupational areas. Employers will benefit by having a labor pool with the marketable skills they require. In addition, Louisiana will be able to integrate various funding streams to provide employers with an integrated seamless approach to workforce development.

To ensure consistency in dealing with employers participating in OJT and Customized Training, past performance is used to determine whether an employer is eligible for subsequent contracts and agreements. The local program must not contract with an employer who has previously exhibited a pattern of failing to provide OJT or customized training participants with continued long-term employment with wages, benefits, and working

conditions what are equal to those provided to regular employees who have worked a similar length of time and are doing the same type of work. Two areas are examined to determine if the employer should lose his/her eligibility for a subsequent period: the extent of the failure to retain a significant portion of the participants and the reason for separation of the WIA trained employees.

Each Local WIB must describe all policies regarding OJT and Customized Training in its local plan. Utilizing the Workforce Commission's demand occupation criteria each LWIB determines the industries and occupations to target when developing either OJT or Customized Training programs. Both OJT and Customized Training are part of LDOL's Regional Employer Response Team tool kit. LDOL has contracted with several Economic Development entities in the state to help market services to businesses, including On the Job Training.

#### **4. Services to specific population**

- a. Describe state's strategies to ensure full range of services are available and meet needs of DWs, displaced homemakers, MSFWs, women, minorities, ends training for non-traditional employment, veterans, TANF, ends w/multiple barriers such as older workers, limited English and disabled

Special emphasis is placed on serving the needs of special applicant groups. LDOL's LMI section provides census information to each local workforce board on the population figures for these groups. The One-Stop operator, in coordination with the system partners, must develop service strategies designed to meet the specific needs of these groups. LAVOS gathers information on placement and retention of special applicant groups to determine the best service strategies. LVERs and DVOPs are utilized to the maximum extent possible to provide all-inclusive case management services to veterans throughout the One-Stop system. To the extent feasible, services will be taken to the Migrant Seasonal Farm Workers. Faith Based and Community based organizations are being involved in the process both as a provider of services and as a resource to provide the One-Stop system with the skills needed to serve special applicant groups.

The following populations with special needs have been identified:

- Offenders
- Disabled individuals
- Displaced homemakers
- Low-income individuals
- Migrant and seasonal farm workers
- Individuals training for nontraditional employment
- Veterans
- Individuals with multiple barriers to employment
- Older Workers

Once fully developed, a Family Income Growth Strategy (FIGS) system will provide a planning tool at the local level to structure processes, identify services needed, and make decisions on who will be responsible for ensuring the services are available across system partners. It will serve as a decision making and planning guide which system partners can use in deciding who is responsible for given sets of services to ensure comprehensive, non-



duplicated services to customers across the system. It will outline recommended post-employment (transition, retention, advancement and re-employment activities) services needed to assist customers in growing their income and making a successful transition into the labor market and up the career ladder. It is a documentation tool which will follow the customer across system partners outlining the necessary steps to be taken to grow family income, document service interventions, and guide next steps in service delivery. It will serve as a self-help or staff-assisted income growth planning tool for customers to use for outlining steps to become independent from the systems and for planning income growth strategies.

All grants under WIA will contain non-discrimination and equal opportunity provisions. LDOL's Office of Equal Opportunity and Compliance will monitor compliance with these provisions.

**b. Describe reemployment services for UI claimants and worker profiling serviced**

Re-employment services to claimants, in accordance with the Wagner-Peyser Act, will utilize assessment as part of the core services in the One-Stop to determine the level of service needed to rapidly assist the claimant in returning to work. Re-employment services available to worker profiling and reemployment services claimants include the full array of core, intensive and training services. Current job openings are reviewed and appropriate referrals made if possible. If no current openings are available, one-stop partner staff conducts job development activities. Claimants receive intensive placement services by core partners, when indicated by assessment. Intensive group activities and job clubs are an integral part of the service mix for worker profiling and reemployment services claimants. An enhanced follow-up system is being developed utilizing core partners to expand intensive services to claimants and to determine outcomes/effectiveness of services.

**c. Describe how state administers the UI work test and how feedback requirements for all UI claimants are met**

**WORKTEST AND FEEDBACK REQUIREMENTS**

Wagner Peyser continues to provide a fully integrated work test program on all unemployment insurance claimants, linking claimant applicants to employers' job orders, referring qualified applicants to appropriate openings whenever possible. Wagner Peyser will report work test failures to the unemployment insurance division within 24 hours.

**ELIGIBILITY REVIEW PROGRAM**

Wagner Peyser and Unemployment Insurance staffs are cross trained and provided an integrated eligibility review program. Staff checks the appropriateness of O\*NET coding of the unemployment insurance claimant, the appropriateness of the type of work search, and reviews current lists of job openings to see if the claimant qualifies and makes an appropriate referral if possible. If no current openings are available, they work with the One-stop partners to conduct job development activities for the claimant. Through services available in the one-stop system, the claimant is referred to appropriate job search workshops and supportive services as needed. The eligibility review program is being expanded to include intensive placement activities by core partners when indicated by assessment. The full array of core, intensive and training services are made available to the claimant through the one-stop system.

The Work Test is provided throughout the interface of staff with unemployment insurance claimants, not just during the eligibility review process. In both daily re-employment (of claimants) efforts and during the eligibility review process, daily notification of work test issues are provided to the UI adjudication staff for follow-up.

**d. Describe state's strategy for integrating and aligning services to Dislocated Workers provided through WIA Rapid Response, WIA DW, and TAA. Does the state have a policy supporting co-enrollment for WIA and TAA?**

The Trade Adjustment Assistance (TAA) Unit is integrated with the Rapid Response unit. LDOL is in the process of moving delivery of the TAA program locally to the LWIAs with state oversight. This will allow certified trade-impacted workers to receive seamless employment transition services through the same service delivery system. All TAA funded participants will be co-enrolled in the Dislocated Worker program. This integration will provide greater flexibility and maximize limited resources to provide efficient services to job seekers, displaced workers and the employer community.

**e. How is state workforce investment system working collaboratively with business/education to develop strategies to overcome barriers to skill achievement and employment by populations above and ensure they are being identified as a critical pipeline of workers?**

The various agencies involved in workforce development and the Task Force on Workforce Competitiveness are working to develop strategies to overcome barriers to skill achievement and employment by special populations. The system is using a sector approach to identify businesses with growth potential that are currently experiencing or projecting workforce shortages and determining how to service their workforce needs. LDOL is conducting a Job Vacancy Survey twice a year to help determine these shortages. Economic development and both secondary and post secondary education are using career clusters to align workforce preparation at all education and training levels. LDOL is working to display job openings in these same career clusters. The STEP program, created through State legislation, provides TANF recipients with integrated services from LDOL, Adult Education and the Technical and Community College systems, helping them move from dependency to self sufficiency. This collaboration assists the four entities improve services to all low-income individuals. LDOL is working on a pilot project with the parole system to develop a strategy to expand support and increase job opportunities for transitioning ex-offenders.

**f. Describe how state will ensure full array of one-stop services are available to disabled and that services are fully accessible**

Wagner-Peyser funded services for persons with disabilities are coordinated with other One-Stop system partners, especially Vocational Rehabilitation. Wagner-Peyser services are available to all persons, including persons with disabilities. All One-Stop centers will be fully accessible in accordance with USDOL TEIN 16-99.

Recognizing the high unemployment rate among individuals with disabilities and the qualified employee shortage businesses are facing, LDOL is committed to providing reasonable accommodation to all programs, services and facilities. Each One-Stop center utilizes the One-Stop Disability Access Checklist to self evaluate their current level of accessibility and plan to meet the accessibility needs of customers with disabilities who come to One-Stop centers for services.

Louisiana assures that all one-stop centers are in compliance with the Americans with Disabilities Act (ADA) and Section 504 of the Rehabilitation Act of 1973 requirements that accessibility encompass physical accessibility of the One-Stop sites including the removal of barriers in addition to program accessibility for the various partner programs and service providers. Access to the provision of services offered at each of the one-stops centers is equitably available to all individuals, including those individuals with disabilities. LDOL continues to ensure all materials and delivery methods are appropriate to diverse cultures, languages and education. This program accommodation includes, as appropriate, the provision of interpreters for individuals with hearing impairments who require such assistance in order to participate in a center program, use of Braille and large print material and enlarged computer screens for individuals with visual disabilities, earphones with enhanced sound for individuals with hearing disabilities, etc. LAVOS is JAWS enabled to assist individuals with visual disabilities access employment and training services via the Internet. LDOL's EEO office will provide technical assistance to the One-Stop centers if necessary and monitor the system for compliance.

**g. Describe role LVER/DVOP staff have in one-stop delivery system. How will state ensure adherence to legislative requirements for veterans' staff. How will services take into consideration the agreement reached between secretary and state regarding veterans' employment program**

Recognizing the current needs of military veterans living in or returning to Louisiana, the Louisiana Department of Labor (LDOL) has established an integrated delivery system through our statewide One-Stops. The Jobs for Veterans Act of 2002, as well as 38 U.S.C. 41 (as amended by the Jobs for Veterans Act), and the Workforce Investment Act, as amended, all provide guidance and intent for the provision of employment and training services to veterans in our One-Stop system.

Administratively, LDOL ensures guidance and monitoring of the One-Stop system as they deliver services to veterans. Veteran program monitors, funded specifically to analyze and report on veterans' service delivery and program compliance, especially in the area of Priority of Service for veterans, review each of the state-wide One-Stop offices and partners. Their analysis, which is communicated to the One-Stop manager, State Veterans' Employment Representative, Veterans' Program Advisors, and the USDOL/VETS State Director, may also form the basis of a Corrective Action Plan, if needed. Findings are identified, and deadlines for corrective action are issued. The Program Advisors, also funded specifically to work with the veterans' program, work closely with the One-Stop centers to offer technical and programmatic information, advise, and assistance to expand or enhance service to veterans. Personal visits to the One-Stop offices, as well as Monitoring reports, provides the Advisors with information to better understand the needs of the individual offices. They meet with the One-Stop managers, concerned supervisory and program staff, and DVOP/LVER staff, to determine the course of action. This action may be a result of a corrective action plan, or an office that requests assistance, or issues with Performance Measures. Advisors and Monitors regularly meet with administrative program staff to inform, advise, and otherwise coordinate the program needs of their offices.

Locally, the DVOP and LVER staff is in contact with the veteran population, as well as other Job Center staff throughout the statewide system. DVOP and LVER staff are available to work with the One-Stop job developers, Program Advisors, and other partners, to coordinate and offer a full array of networked or direct services for veterans. Outreach to employers,

veterans, and community service providers is one of the most important program segments that benefit veterans.

One-Stops have procedures in place to conduct outreach to locate and provide services to veterans in the community. Also, LDOL Business Service Representatives, LVER staff, Administrative staff, and the USDOL/VETS State Director are in contact with employers, employer consortiums, labor unions, chambers of commerce, training providers, and community partners, to develop jobs and training opportunities for veterans and eligible persons. These efforts are coordinated through LDOL's Regional Employer Response Teams.

Many veterans with barriers to employment are in homeless shelters, VA Hospitals, Veterans' Centers, half-way houses, and other community-based facilities. The DVOP staff, in the interest of assisting veterans in need of intensive services, makes personal visits, network and develops relationships with community providers in order to locate and assist veterans who otherwise would not make themselves available to a One-Stop center.

DVOP and LVER roles and duties have been amended by the Jobs for Veterans' Act of 2002, implementing a clearer distinction between their duties. Additionally, priority of service for veterans was extended to all Workforce Investment Area offices that are funded by USDOL. The DVOP/LVER is directly involved with other One Stop staff to offer direct services, and coordinate services to veterans by staff. They are available to assist, advise, inform, and train WIA/WP One-Stop staff, and fully network with all One-Stop partners, employers, and community providers. While DVOPs are primarily involved with staff-assisted intensive services, including case management, to meet the needs of economically or educationally disadvantaged veterans with barriers to employment, the LVERs conduct outreach to employers to develop jobs or training opportunities for veterans, as well as coordinate with the One-Stop partners to assist, facilitate, or act directly to serve the needs of veterans. The LVER is an advocate for veterans, by enhancing employer knowledge and recognition of the skills and abilities of military veterans, and conducts seminars and networking events with employer organizations and trade associations.

These distinctions in duties form a flexible platform from which services are delivered according to the needs of the veteran, as well as the needs of employers in the state. The flexibility to conduct workshops, seminars, job fairs, outreach for targeted veterans, staff training, and other innovative initiatives, gives these staff members a wide range of choices and tools to assist veterans and employers alike.

In a demand driven system, the needs of the particular customer determines the services rendered. An employer may have a certain need for trained staff, or a veteran applicant has particular areas of interest for employment or training. For veteran applicants, initial conversational and observational assessment is made in the Career Centers, during LAVOS registration or job search activities. One-Stop staff, or DVOP/LVERs, are prepared to offer assistance, and depending on the level of assistance and other factors, can generally determine "job ready" status in a broad sense. The job ready veteran may self-direct their job search by using computers for resume preparation, job searches, Labor Market Information, job skills self-assessment tools, and other assistance.

The veteran who seems to be unprepared to conduct an electronic job search, or has numerous unsuccessful referrals, may need mediated services, and will be directed to staff services for more in depth assessment. This may be conducted by One-Stop staff or DVOP/LVERs, who will plan and work with the veteran to invest in needed skills or training that help the veteran become job-ready. This may involve workshop attendance, skills assessment, or placement in a pertinent training program through WIA.

There will be those veterans who have significant barriers to employment, and will be in need of intensive services, in a case-management setting. The DVOP, as well as other One-Stop staff, upon discovery or notification of such a veteran, will open a Case Management file, and will in conjunction with the veteran and other pertinent partners, develop an Individualized Employment Plan that is tailored toward meeting current and longer-term employment and training needs of the veteran. DVOPs are trained in and will use the case management approach developed by the National Veterans' Training Institute in Denver, CO.

In LAVOS, the veteran applicant is identified separately from other applicants, to afford the One-Stop staff the capability to track and target this applicant group for special programs, initiatives, electronic job referrals, outreach, and case management. Further, this system provides information for the Performance Measures to determine the standing of the state veterans' employment program, as well as specific information for the ETA 9002 reports.

**h. Describe how state will ensure access to services by persons with limited English proficiency and how state will meet requirements of TEGL 25-02.**

The Office of Equal Opportunity ensures compliance with all federal and state regulations; however, all of LDOL has been proactive in meeting the needs of job seekers with limited English proficiency. Critical documents have been translated into Spanish, which is the primary language among the state's limited English proficiency population. LDOL is working on a Spanish version of LAVOS. Each office has identified staff and/or local contacts who can assist with service delivery for job seekers of other languages.

**i. Describe state's strategies to enhance/integrate service delivery through one-stop delivery system for MSFWs. How will state ensure MSFWs have equal access to employment opportunities through the one-stop delivery system. Include number of MSFWs the state anticipates reaching annually through outreach to increase their ability to access core, intensive and training services**

LDOL, Office of Workforce Development, will continue to comply with the requirements of 20CFR653, Subpart B, Service to Migrant and Seasonal Farm Workers (MSFW). The agency will continue to make use of all available resources to accomplish the task of providing information and services to MSFWs. Louisiana is not designated as a significant MSFWs state. We will continue to attempt to make sufficient penetration into the farm workers' community so that as large a number of MSFWs as possible are made aware of the full range of services available to them through our statewide network of one-stop career centers including job referrals, counseling, testing, and training referral. These services are readily available through the one-stop career center or LAVOS

All complaints from MSFWs alleging violations of employment-related standards and laws shall be taken in writing by the State agency and referred to the Monitor Advocate for resolution.

LDOL has partnered with Motivation, Education and Training (MET) to assist Louisiana in providing increased services to MSFWs and farm worker employers.

No change is expected in the number of MSFWs in the State. It is estimated that about 600 farm workers in strawberry and sugarcane are migrant workers. The remaining workers, believed to number approximately 700 to 1500 at peak, are non-migrant seasonal workers.

In order to promote and facilitate the provision of services to MSFWs, LDOL through the One-Stop centers, will coordinate the services of One-Stop partners, community based organizations, the State MSFW contracts, MSFW groups, state cooperative extension service, and county agents to do the following:

1. Give local presentations on one-stop career center services,
2. Set up an integrated referral system to provide maximum services to MSFWs,
3. Meet on a regular basis to exchange information, discuss problems, and coordinate efforts,
4. Offer to distribute their information pamphlets during outreach contacts and provide materials for them to distribute to MSFWs,
5. Offer services that are relative to their needs, and
6. Advise them of all employment changes affecting their community.

The Monitor Advocate has worked with LDOL administrative and local office staff on issues of concern (compliance with indicators, reviving local interest, proper documentation of services, etc.) This technical assistance is provided to all one-stop staff as needed. The Monitor Advocate has a good working relationship with MET.

#### **5. Priority of Services**

- a. **What procedures/criteria in place for governor/local boards to direct one-stop operators to give priority of service to public assistance recipients and other low income individuals for intensive/training if funds allocated to local area for adult services are determined to be limited**
- b. **What policies/strategies does state have to ensure that (Jobs for Veterans Act) priority of service is provided to veterans who are eligible (TEGL 5-03)**

WIA adult funds are generally considered to be limited as that term is used in Section 134 of the Act. Therefore, WIA Title I adult grant funds budgeted for intensive and training services must be provided on a priority basis to TANF or other low-income individuals who do not otherwise have access to these services through other funding sources. Compliance with this requirement may be demonstrated by the local area in one of two ways: either 51% or more of the participants served are from the target population, or 51% or more of the adult funds budgeted for intensive and training services are expended on the target population. The local area may request a waiver to the targeting requirement to the extent that empirical evidence is presented that demonstrates that, due to the availability of sufficient alternative funds or insufficient demand from the priority population, the needs of the low-income population can be adequately met without targeting.

#### Priority of Service for Veterans:

The Jobs for Veterans Act of 2002 established priority of service for veterans in all USDOL funded programs operated by the One-Stop centers. All One-Stop Centers in Louisiana make

use of the LAVOS system described above. Veterans who apply for programs or training opportunities are identified at intake and coded as veterans in the LAVOS system. If the veteran is otherwise qualified for the specific program or training, then the veteran will be placed in a program or training slot before a non-veteran participant.

Priority of service for veterans also occurs with the One-Stop jobs listing service. Using LAVOS, staff members are able to locate new job orders daily. These may have been entered by employers on the LAWWORKS.NET web site, or called in to the One Stop where a staff member will assist the employer. Once located, each job order is searched for qualified veterans, who are promptly notified of this job opportunity. Also, the LAVOS Pending Referral List reflects job picks by those who conduct an Internet search for jobs. If the applicant is not yet registered after finding a job of interest, the system will prompt the person to electronically register, then select jobs of interest.

Once a job is selected, the applicant's information appears in the Pending Referral List for the particular One Stop, where staff select the veteran applicants first for contact about the jobs they picked for referrals. Veterans are encouraged to record an email address during the registration process, so prompt job information can be delivered. These functions are performed by DVOP/LVER staff, Job Center staff, Veterans' Work Study staff, or other staff trained and assigned these duties.

In both methods, the job order is posted according to the results of the search for applicants, and if any veterans were notified. This information helps the Monitors determine priority of service, as well as analyzing those referred to the job order by veteran or non-veteran status.

LDOL Program Monitors periodically review the One-Stop Centers to determine if veteran's priority is followed according to the mandates of the Jobs for Veterans Act. LDOL Program Advisors assist the One-Stop Centers and the Workforce Investment Boards to comply with this Act, as well as provide technical assistance or training to their staff.

The levels of priority within the veteran population is as follows:

1. Veterans with Service-Connected Disabilities
2. Recently Separated Veterans
3. Campaign/War Veterans
4. Other Veterans and Eligible Persons (certain spouses who qualify for veteran registration and priority of service)

These priority levels should be observed when determining placement in a training program or other program.

On behalf of veterans, One-Stop offices:

1. conduct Job Fairs that brings employers and veterans together;
2. use media and promotional programs to enhance employer awareness of the skills and training veterans offer;
3. provide immediate job referral information to qualified veterans on new job orders;

4. offer an Internet-based registration system for resumes, background job skills and abilities, and job; search capabilities on a 24-hour basis;
5. employ staff who are trained and aware of veterans' priority of service, who offer core, mediated or intensive services to serve the veteran's employment and training needs;
6. offer a wide network of community services information;
7. offer a variety of training opportunities;
8. are electronically networked, using the LAVOS registration and jobs system; and have staff dedicated to priority service to veterans.

#### **D. Rapid Response**

- Identify entity responsible for providing Rapid Response services. Describe how RR activities involve local boards and CEOs. If RR activities are shared between state and local areas, describe functions of each and how funds are allocated to local areas
- Describe the process involved in carrying out RR activities
  - What methods are involved in receiving notice of impending layoffs (include WARN Act notice as well as other sources)
  - What efforts does RR team make to ensure that RR services are provided if possible prior to layoff date, on-site at the company on company time
  - What services are included in RR activities? Does RR team provide workshops or other activities in addition to general info services? How do you determine what services will be provided for a particular layoff (including trade affected layoffs)
- How does state ensure seamless transition between RR services and one-stop activities for affected workers
- Describe how RR functions as a business service. Include whether RR partners w/economic development agencies to connect employees from companies undergoing layoffs to similar companies that are growing and need skilled workers. How does RR promote full range of services available to help companies in all stages of economic cycle, not just those available during layoffs? How does state promote RR as a positive, proactive, business-friendly service, not only a negative reactive service
- What other partnerships does RR engage in to expand the range and quality of services available to companies and affected workers and to develop an effective early layoff warning network
- What systems does the RR team use to track its activities? Does the state have a comprehensive integrated MIS that includes RR, TAA, NEG and one-stop activities
- Are RR funds used for other activities not described above – provision of additional assistance to local areas that experience increased workers or unemployed individuals due to dislocation events.

The Dislocated Worker Unit (DWU), within LDOL's Employer Services Section, is responsible for administration, technical assistance, and oversight of WIA rapid response activities. Upon receipt of a WARN notification DWU staff confirms the validity of the information. After the layoff is confirmed and warrants a public announcement, notices are disseminated to personnel identified within the WARN notification network. To ensure timeliness, the State's Rapid Response team begins intervention efforts within 48 hours of a layoff notification. To better meet local need, Rapid Response coordinators are located in each region of the state to lead and manage activities, and to provide customized responses to businesses and workers within their regions. The Rapid Response Regional Coordinator makes initial contact with the employer and gathers information regarding the cause of the layoff, demographics of the affected workers, immediate needs of the workers, etc. If the layoff is suspected to be Trade affected the Rapid Response Coordinator will file the petition for investigation. Intervention services and aversion strategies are designed based on the immediate needs of the employer. To accommodate worker schedules and enable more employees to access services every effort is made to negotiate on-site services and paid time-off. When possible, Worker Transition Centers are established on-site. Statistics have proven that when services are on-site and during company time it increases participation, morale, while maintaining productivity.



The Regional Rapid Response Coordinator facilitates the worker orientation meeting and determines the customers' needs for reemployment services. Based on this information, the Rapid Response team begins assessing, coordinating and planning services, allowing for maximum flexibility in each layoff. To leverage the greatest number of resources a variety of community partners are included in rapid response services.

A variety of core services and, as appropriate, and Trade Adjustment Assistance services are provided within the established Worker Transition Center. These temporary centers are established on-site or at a convenient location within the community to meet the immediate needs of workers prior to lay-off and continue to operate until the layoff is completed and all participant needs are met. Services include: workshops tailored to the specific dislocation event, assistance filing UI claims, job search, career counseling, career assessment, career testing, job and training fairs, referrals to community and faith based resources, and labor management information. Exit interviews/surveys are completed to determine customer satisfaction. To ensure seamless service delivery, the affected workers are transitioned to their local One-Stop center as appropriate

The Rapid Response team works with the Louisiana Human Resource Development Institution (LHRDI), to provide reemployment workshops through the Worker Transitional Centers. These workshops address the most immediate needs of dislocated workers. LHRDI has developed a standard set of reemployment and crisis intervention workshops. The workshop topics are selected by the worker group to ensure they meet the needs and that the process ensures customer-choice.

Each Rapid Response Coordinator also establishes a Labor Management Committee that combines the model of the traditional Community Adjustment Committee with the Worker Transition Committee. This ensures that attention is given to the unique set of circumstances surrounding each layoff coupled with efforts to engage community stakeholders and service providers. Each committee works with local service providers to develop initiatives to promote training of dislocated workers including tuition waivers for workers who will be laid-off, condensed training options that will build on individuals existing skills and lead to jobs in high-demand occupations. Start-up financial and technical assistance is provided to these committees as needed.

The Rapid Response Unit plans to capture data on the level of services provided and the number of workers who secured reemployment as a result of Rapid Response early intervention efforts. This data is critical to truly be able to track and measure the effectiveness of the State's Rapid Response efforts. One of our goals is to be fully integrated into the State's LAVOS system.

The Rapid Response Unit is also a part of the business service strategy in the state by establishing partnerships with: Louisiana State University, Regional Business Liaisons, and Business Service Representatives, IWTP and economic development. Rapid Response funds are used to support the Job Vacancy Project that surveys businesses bi-annually to determine regional job vacancies and match the skills required for these jobs to the skills of dislocated workers. Business Service Representatives provide an Early Warning Network to Rapid Response staff through their business visitation program, allowing LDOL, IWTP economic development and LWIA staff to provide early interventions to businesses in distress and if

possible coordinate layoff aversion services. Regional Business Liaisons, contracted through the Louisiana Chambers of Commerce, market Rapid Response services to business, and provides information to the rapid response system regarding job vacancies and new businesses

The Rapid Response team plans to enhance the quality of services to businesses by contracting with business advisors/consultants who will work with regional coordinators to assist at-risk firms to avert layoffs by reviewing financial and management data, developing an analysis of the company's viability, and developing business retention strategies. This plan will be supported through partnerships established with Economic Development agencies to combine resources that will maximize business retention strategies.

Additionally, where feasible, Rapid Response coordinators will partner with local Community Action Agencies to provide supportive services to dislocated workers to enable workers to participate in reemployment activities. Rapid Response events are promoted through the local television and radio networks, local newspaper articles, brochures, on-site visits by Regional Business Liaisons, and presentations at business meetings and community job and education fairs.

- E. **Youth** – state programs/services should take a comprehensive approach, including basic skills remediation, stay in or return to school, employment, internships, help with attaining H.S. diploma/GED, post-secondary vocational training, apprenticeships and enrollment in community and four year colleges.
- Describe state's strategy for providing comprehensive integrated services to eligible youth. Include any state requirements and activities to assist youth who have special needs/barriers to employment, including pregnant, parenting or disabled. Include how state will coordinate across state agencies responsible for workforce investment, foster care, education, human services. Juvenile justice, and other relevant resources as part of the strategy
  - Describe how coordination with job corps and other youth programs will occur
  - How does state plan to utilize 10% to support state's vision for serving youth, including:
    - Utilizing funds to promote cross agency collaboration, demonstration of cross-cutting models of service delivery, development of new models of alternative education leading to employment or development of demand driven models with business working collaboratively with the workforce investment system and education partners to develop strategies for bringing these youth successful into workforce pipeline with the right skills
  - Describe how state will in general meet Act's provisions regarding youth program design

Louisiana recognizes the important role the Youth Councils play in developing and coordinating quality youth programs. Having the expertise of youth advocates dedicated to providing quality services is key to enhanced program delivery. However, the mandated structured membership requirements in the WIA regulations impede the LWIBs ability to develop youth advisory teams that meet local industry needs. Issues related to structure, membership and quorums overwhelm the true purpose of the Youth Councils. In rural LWIAs, the Youth Council faces the same membership problems as the LWIBs. In some areas the same individuals are required on both the LWIB and the Youth Council making it difficult to recruit members. Often the required Youth Council members overseeing the RFP process for youth providers are the only youth service providers in the area creating a conflict of interest. The LWIBs need the flexibility to create youth teams that truly reflect their local area and involve the unique individuals needed to help create innovative solutions. Louisiana is requesting a **waiver** to make the youth council membership requirements optional for each LWIB, which is in line with WIA reauthorization. In return for this waiver, Louisiana will guarantee that each LWIB has a mechanism in place to gather input and link the expertise of local youth advocates/program representatives with economic development, to develop

strategies to provide the emerging workforce with the skills needed for high growth occupations, focused on business demands.

#### YOUTH ELIGIBILITY CRITERION

Each local workforce board will determine which youth, age 14-21, in their local area require additional assistance to complete an educational program or to secure and hold employment. This locally defined barrier will be defined in each local WIA plan as their sixth youth eligibility criterion and will be in addition to those defined in section 101(13)(C) including deficiency in basic literacy skills; school dropout; homeless, runaway, or a foster child; pregnant or a parent; or an offender. Each local WIB will be required to include documentation supporting their decision.

Louisiana is requesting a **waiver** to provide flexibility in determining youth eligibility in order to enable LWIAs to attract a more diverse youth population particularly out of school youth and dropouts. The goal of the youth program is to assist youth facing serious barriers to employment successfully transition to adult roles and responsibilities; however, often the neediest youth are not necessarily the poorest youth. Currently, LWIAs spend considerable staff time documenting and determining income eligibility for the youth program. Often those youth the program is attempting to serve, particularly out-of-school youth, are the least capable of providing the specific documents the system requires. WIA has become more focused on income levels than specific barriers to successful youth development. In line with the proposed reauthorization, Louisiana is requesting a **waiver** to the current youth eligibility criteria. The system will use a three tier eligibility determination system: (1) allow signed self-attestation for family income to determine if family income is below poverty level. (2) accept eligibility determination for participants enrolled in other programs (to be determined by the state). The goal of WIA is to coordinate services among programs in order to leverage resources. Often WIA is unable to accept referrals from other programs, including community organizations, because the youth is not “poor enough” regardless of the number of life barriers the youth may possess. This would allow the state to better coordinate with the National Guard Youth Challenge, Job Corp and other programs to eliminate duplicative practices. (3) change the 5% window to 25%. Many youth needing assistance are not quite poor enough but face multiple educational/employment barriers. LDOL is working with the juvenile justice system to develop programs for youth reentering the community but often their family is just above the poverty line. Five percent of the participants served in a community is not large enough in many areas to handle the need.

Louisiana will provide comprehensive services to youth in accordance with Title I of WIA and with the vision, goals and emphasis areas outlined in section I of the State Plan. The youth system in Louisiana is closely aligned to the labor market and provides participants with a comprehensive set of service strategies. It is based on several key elements: integrated academic and vocational education; integrated work-based and classroom-based instruction; effective connections to intermediaries with strong links to the job market and employers; and intensive private-sector involvement. To achieve these goals, local youth councils have developed new collaborative that erase turf issues and bring together local workforce training providers, schools, community organizations and others to strategically align and leverage resources to create community youth assistance strategies that meet the particular needs of youth in their local regions. By working together, our local systems provide youth with skills that include a knowledge of the work world, academic skills linked to occupational learning,

and both employability and attitudinal capabilities that will enable them to enter and advance in the job setting. LDOL is committed to meeting USDOL's new strategic vision to serve out-of-school youth and at-risk youth. LDOL and the LWIAs will strive to spend 50% of the state's PY05 youth allocation on the populations identified in Training Employment and Guidance Notice No. 3-04. The state's proposed youth performance goals reflect this commitment to move from providing services to in-school youth and focus more resources on this difficult population.

Louisiana continues to build a system to provide comprehensive services to eligible youth who are recognized as having significant barriers to employment especially out of school youth, school dropouts, and other youth facing serious barriers to employment. The Youth Councils include representatives with expertise in serving these population groups. As the LWIBs design programs for youth they are encouraged to maximize resources dedicated to meeting the needs of youth with significant barriers to employment, including linking to and coordinating with current programs in their area addressing these population groups. To meet the accessibility needs of youth with disabilities who access the One-Stop centers for services, LDOL is committed to providing reasonable accommodation to all programs, services and facilities.

Louisiana's youth vision is predicated on providing 'just in time' service interventions, training, and supportive services. The strategy is to provide youth with positive interactions with knowledgeable, caring adults in success-oriented environments which foster holistic educational, leadership, and employment skill development. LDOL is working with the Louisiana Workforce Commission's interagency workgroup on youth, local workforce boards, youth councils, and community-based organizations to continue development of the systems needed to provide these comprehensive services to eligible youth, including coordination with Job Corps and other youth programs within each local workforce investment area. TANF and vocational rehabilitation are involved in the development of these service strategies to ensure that youth with special needs, including those who are pregnant, parenting, have disabilities or other barriers to employment are included in the comprehensive service strategy.

LDOL is funding the Job Challenge program that is part of the Youth Challenge program operated by the National Guard. A number of programs are available for adjudicated youth, but this program provides job training in demand occupations for at-risk youth. This program provides work skills and work readiness skills in a structured environment coupled with long-term follow-up and mentoring for these youth. WIA funds Jobs for America's Graduates (JAG) programs for both in-school and out-of-school youth. LDOL is working with the Workforce Commission to continue to identify other appropriate models to assist dropouts and out of school youth. The One-Stop system will be linked to the youth service system to ensure a seamless delivery system. Core services including training provider information and job listings will be available to youth.

Each participant is provided with information on the full array of appropriate services available through the One-Stop system and will receive an objective assessment of academic and occupational skill levels, service needs, and will develop an individual service strategy that tailors services to effectively meet each youth's specific needs. In school youth services will be coordinated through the career options educational plan. Out of school youth services

will be coordinated through the Family Income Growth Strategy. Any youth served under WIA will receive some form of follow-up services for at least twelve months. Local programs will determine the specific mix of services for each youth based on each participant's objective assessment and service strategy. The mix of activities for each youth will be tied to their age and maturity level. Youth aged 14-17 may be provided a different track of services than a youth 18-24. Younger youth programs will generally emphasize the connections between school and work. Programs for older youth will be linked to work activities. Expenditures for out-of-school youth must be a minimum of 30% of total youth expenditures. Youth aged 18 and over may be co-enrolled in both adult and youth programs.

Programs are designed to meet the individual needs of each youth. The special needs or barriers to employment of youth, including pregnant or parenting youth and disabled youth will be identified during the objective assessment and service strategy design. These youth may be jointly case managed with other appropriate One-Stop partners or community based organizations. Communication and collaboration between the various funding sources identified in the service strategy are critical for a successful outcome. This is a critical function of the local WIBs and youth councils.

Coordination with all entities serving youth, including foster care, education, and welfare, occurs on many levels. Such coordination may include but not be limited to: membership on the youth council or local WIB, sharing documentation for eligibility determination, sharing assessment and case management notes on joint clients; joint service provision and joint technical assistance sessions and training for staff.

Coordination occurs among WIA youth programs, Job Corp programs operating in the state, apprenticeship programs, grantees operating Youth Opportunity Grants, and other youth programs operated through community and faith based organizations. Such coordination may include joint marketing to youth for all programs, building upon the assessment results of one program rather than doing an entirely new assessment, enrollment into all programs that will assist the youth, any of the programs referring the youth to entities that may assist the youth with support services, placement credit toward performance standards for all programs in which the youth is enrolled and follow-up conducted to ensure the youth stays employed.

#### YOUTH PROGRAM DESIGN

LDOL has developed strategies to implement the youth program designs bulleted below. LDOL will continue working with the local workforce boards, the State Workforce Commission, Youth Councils, youth providers and the interagency youth workgroup (Tech Prep, secondary and post secondary Perkins III, adult education, TANF, juvenile justice, employers, organized labor, community and faith based organization) to further develop guidelines, coordination strategies, and specific guidance. Louisiana is committed to a fully integrated system of education, training, skill development and employment opportunities for all youth. This commitment is based on its vision of creating a statewide system that provides that right intervention at the right time, ensuring youth acquire the necessary skills for success in education and employment, and businesses gain a skilled workforce. The State Plan addresses the overall, comprehensive strategies for youth, gleaned from work by LDOL, in partnership with the Workforce Commission's youth workgroup.

The comprehensive framework of strategies listed below assist and guide local boards and youth councils and local service providers plan for specific youth services that meet the unique needs of the local workforce investment areas and the their labor market regions. This will result in coordinated service strategies and maximization of local resources to address those needs. Local boards utilize current labor market and occupational forecasting data on demand occupations, strengthen local employer linkages, and develop and maintain effective relationships with schools, post-secondary education, and other providers in the development of these service strategies.

#### Preparation for post-secondary educational opportunities

The State is emphasizing articulation across program and funding streams, summer and year-round. WIA Title I youth programs will be strongly coordinated with the following statewide initiative to create a viable youth system:

Career Majors — A primary goal for education in Louisiana is to provide our students with opportunities to develop skills that will prepare them to meet the demands of a global economy. Thus, the Career Options Law (Act 1124) was passed in 1997 by the Louisiana legislature. The law acknowledges career awareness must begin early in a student's education and stipulates that the guidance process will include grades 6-8. The law mandates the implementation of Five-year Educational Plans for all high school students by the year 2006. This law serves as the foundation for career preparation and post-secondary educational opportunity.

The legislation parallels the Southern Regional Education Board's *High Schools That Work* initiative key practices, stipulating the following:

- Having students complete a challenging program of study with an upgraded academic core and a major
- Involving each student and his/her parent in a career guidance and individualized advisement aimed at completion of an accelerated program of study with a career major

TOPS — To further enhance the Career Options programs, TOPS (Tuition Opportunity Program for Students) offers scholastic aid for Louisiana's graduates who plan to attend post-secondary institutions within the state, providing the link to carry them into the fifth year of their plan.

Perkins III — Tech Prep and Secondary — One of the major goals Perkins III — Tech Prep is to strengthen articulation between secondary and post-secondary education, further expanding opportunities for youth.

- Strong linkages between academic/occupational learning

The sixteen educational clusters identified by the U.S. Department of Education are a key component of the Career Major planning process that will form the core linkage between academic and occupational learning. WIA title I participants are exposed to various occupations within each cluster, the skills required for each job and the underlying career ladder. This allows youth to determine not only which career field to pursue but also within each career what educational levels they wish to achieve. This exposure to the world of work, coupled with the Family Income Growth Strategy (FIGS), enables both in-school and out-of-

school youth to determine the career and educational levels needed to meet their future needs.

- Preparation for unsubsidized employment opportunities

Using both short term and long term demand occupation information, youth are provided preparation for employment and training. In-school youth have exposure to learning linked to occupations. Out of school youth are provided skilled training linked to basic skills training and identified needs of the business community. Both groups are provided work maturity/work readiness training geared toward the industry/occupation they will work in.

- Effective linkages w/intermediaries w/strong employer connections

All youth programs funded under WIA will encourage a strong role for youth mentors. From Groundhog Day job shadowing to summer employment experiences, all youth will be able to clearly see the linkages between education and employment. Local boards and youth councils are encouraged to include mentoring in all youth services contracts. LDOL and the Workforce Commission work with the local areas to identify best practices in this area and share this information and training across regions.

- Alternative secondary school services

LDOL, LDOE and the Workforce Commission are working to ensure adequate state and local funding is available to alternative education programs. WIA title I entities work with the local school system to identify true dropouts and provide the needed service strategies to help with dropout recovery. The long-term goal of the local systems is to ensure that the services provided in the alternative setting are available as needed to all youth within the local area.

- Summer employment opportunities

Summer employment opportunities are used as a linkage between academic and occupational learning and as an entry point for out of school youth to serve as a dropout recovery option. LDOL and the LWIBs continue to build a summer youth employment opportunity system that coordinates resources from multiple local funding streams. This provides not just Title I participants but also all youth system participants with exposure to work related to learning.

- Paid and unpaid work experience

The same strategies used for summer employment opportunities will be used for both paid and unpaid work experience.

- Occupational skill training

Occupational skill training is linked to high growth/high demand occupations in the region. Where feasible, occupational skill training is linked with work experience to ensure relevance. Through the Family Income Growth Strategy (FIGS), youth build career ladders and understand the need for life long learning often referred to as ‘just in time interventions’ that ensure learning is both timely and relevant to the skills needed today in the workplace. LDOL provides training to local workforce development staff on O\*NET to enable them to better identify and link training to the skills needed by specific businesses in their region.

Louisiana is requesting a **waiver** to allow the use of the Eligible Training Provider List (ETPL) by LWIAs for Older and Out-of-School Youth. The Eligible Training Provider

System requires that training providers meet rigid requirements for certification to provide training for Adult and Dislocated Workers. Louisiana believes that the Older Youth (19-21) and Out-of-School Youth would benefit from the services provided by these certified training providers. Allowing the LWIBs to use the ETPL for Older and Out-of-School Youth will result in streamlining services and increasing flexibility. In addition it will help increase the number of participants who receive training and ensure that training services for youth will be available in a faster and more efficient manner. Many LWIBs find it difficult to secure training providers willing to competitively bid to provide youth training. In addition, the time period for matching training providers to youth who are in need is lengthened considerably. Use of the ETPL will improve youth services through increased customer choice in accessing training opportunities in demand occupations, increase the number of training providers for youth, provide LWIBs more flexibility in securing training providers, promote better utilization of service providers in rural areas and eliminate duplicative processes for service providers.

- Leadership development opportunities

Through local models such as JAG which include opportunities for youth to participate in leadership roles, youth have the opportunity to develop leadership and team building skills needed in the workplace. As part of the goal of a system built on promising practices, the system brings together the quality practices learned by programs such as JAG to help build local capacity. The Louisiana Department of Education is committed to assisting LDOL and the LWIBs and youth councils identify best practices and share the information. In addition, the State's vocational youth organizations and non-profit organizations serve as valuable resources for leadership opportunities.

- Comprehensive guidance and counseling

One of the State's emphasis areas is for all youth to have a five-year career plan or individual service strategy. Therefore each youth, either through in-school career options planning requirements or out-of-school Family Income Growth Strategy (FIGS), develop a comprehensive strategy that will identify the services needed to either stay in school or return to school, and develop the skills needed to be successful in the workplace. Each individual service strategy will identify not only career goals but also the work readiness skills needed to be successful in the workplace. This front door assessment is the key to identifying the appropriate intervention. LDOL has built a statewide comprehensive assessment system. Each workforce investment area has a computerized aptitude assessment system. LDOL is working to link the systems statewide to help provide portable assessment results. In addition, WorkKeys is available in the local One-Stops. This will ensure basic skills assessments are linked to actual skill requirements for specific jobs and industries. The system emphasizes experiential assessment (through "work first" participation where feasible). By building an integrated system not just a series of programs, youth will have positive interactions with peers and caring adults.

- Supportive Services

Louisiana is building a youth system across local entities to provide needed services not programs. The comprehensive plan described above and the local linkages developed through the youth councils ensure that all youth receive the supportive services necessary to achieve their career goals. The goal of developing a system of committed partners envisions that through the youth councils, each area will develop strong linkages among partners to develop



a continuum of service interventions accessible to all youth. Local boards are encouraged to formulate partnerships with such agencies as TANF, Child Care, and Juvenile Justice, to provide needed support services to youth, including transportation. The Community Service Block Grant agencies have long been part of Louisiana's one-stop system. These entities are assisting the local areas identify available services and identify service gaps. The local planning guidance requires each youth council to inventory and catalog local resources and make this information to service providers. The system is then be able to better direct scarce resources toward filling the gaps to ensure youth receive the supportive services needed to achieve their individual goals.

- Follow-up Services

All youth are provided follow-up services for 12 months after they complete the program. The intensity of this follow-up will be dependent on the service strategy needed by the youth. However, the system ensures that the youth remains connected to the system to assist the youth attain, retain, and advance in both post secondary education and employment to meet their career goals. This includes linking the youth to the One-Stop system so they will have available a link to employment and training assistance and a connection to life long learning. Several current programs that are part of the youth system emphasize long-term follow-up. Jobs for America's Graduates (JAG) and Youth Challenge both have 12-month follow-up requirements. As part of the goal of a system built on promising practices, the system brings together the quality practices learned by these programs to help build local capacity. The goal is for each youth partner to identify what is working in their piece of the system and learn how to share it with all the other partners.

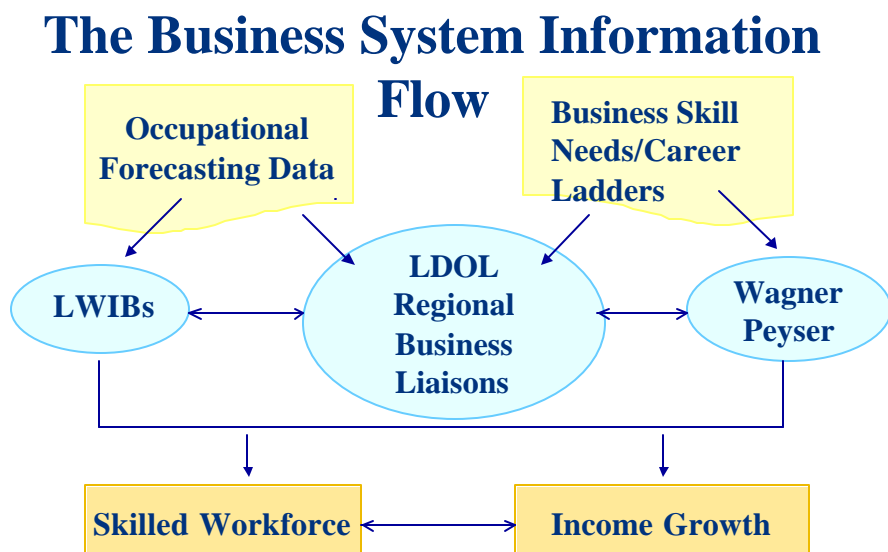
Louisiana is requesting a **waiver** to allow an exemption from the competitive requirement for the follow-up and supportive service elements and inclusion of these elements in the design framework of youth services. The goals for the youth program under the waiver will be greater effectiveness, efficiency and continuity of services, saving resources that can be spent on additional services and reducing administrative costs. By including the follow-up and support service elements in the design framework, local workforce centers would be able to provide greater continuity of services for youth, resulting in higher retention rates. The youth program operates on the premise of long-term participation during which time a strong relationship is likely to be formed. When the youth terminates from the program and enters into the follow-up period, if follow-up services are provided by a different organization it produces a fragmented delivery system and is likely to render services less effective. The established relationship with staff will not exist with a new organization contracted to do follow-up and the youth is less likely to take advantage of available services that lead to more stability and longer retention. By allowing the local workforce case manager to continue contact with the participant during the follow-up period there will be greater effectiveness in quickly identifying the needs of the youth and offering assistance. Likewise, by allowing local workforce center case managers to identify and issue payment authorization for support services, the continuity of service stays in tact. Due to the relatively small youth allocations for some Louisiana LWIAs, support services are generally small and used to provide help for transportation, clothing, eyeglasses, tools, physicals and other small purchases. This youth practice would be consistent with the way adult services are provided through the one-stop centers, reducing cost and improving efficiency.

**F. Business Services** – describe state's strategies to improve services to employers, including a description of how state intends to:

- Determine employer needs in local areas and on statewide basis
- Integrate business services, including WP act services, to employers through one-stop system
- Streamline administration of Federal tax credit programs within one-stop system to maximize employer participation

Research & Statistics Division (R&S) of the Louisiana Department of Labor (LDOL) supports business services by supplying all one-stop centers with CDs or access to electronic copies of the Employer Database from InfoUSA. This system allows each office across the state to customize their employer's list down to the parish level. Data can be sorted by industry, geography, or size of employers. R & S staff members conducted training on use of the InfoUSA database to enable the one-stop system to better serve employers. This information is also embedded in LAVOS to enable job seekers to locate potential employers to submit resumes.

LDOL is conducting semi-annual regional Job Vacancy surveys to provide the workforce development system insight into the number and types of jobs available in specific industries and regions of the state. Employers can use this information to gauge the existence of labor shortages and to plan solutions to hiring needs. Training providers can use this information to help design just in time training to meet employer needs.



Employer needs will be determined by a variety of methods. On the local level, focus groups will be used in conjunction with the LDOL Regional Workforce Response Teams. These two methods will provide the system with up-to-date information on job requirements, skill shortages, and training needs, with assistance in the development of training curriculum, and with definition of system needs and other services needed by businesses, etc. The team members will use O\*NET and WorkKeys to determine general job requirements. LAVOS will assist employers in listing and filling job openings. Economic development agencies and local chambers of commerce will work with the local regional teams and assist in providing information on the employment and training needs of their members. On the state level, LDOL is surveying employers on a quarterly basis to determine training needs and shortage

occupations. This information is being integrated into the Louisiana Occupational Information System now available on the Internet.

For the business community, eight LDOL Regional Workforce Response Teams will coordinate services for employers and provide them with a single point of contact with the employment and training system, provided locally through services available through the One-Stop Centers. Each One-Stop Center has Business Service Representatives (BSRs) working with employers in their community as part of an initiative coordinated across the region. This coordination process will ensure that labor market information, training needs, employment opportunities, etc., is shared among all partner entities. Each partner entity in the region will be involved in a regional planning process utilizing their local staff. Employers are assigned a BSR through the local One-Stop system. This BSR is responsible for connecting that employer to all workforce development services. As LDOL refines this model services will be streamlined to avoid having businesses contacted by multiple programs and provide a single point of contact for service delivery. LDOL is working with the Enterprise Team's Regional Business Services committee to ensure processes are coordinated.

An integrated employer account system, accessible by all local partner entities through LAVOS, will provide a comprehensive database of employers' needs. This will allow the system to build a portfolio of employer services that match business needs. This system will also assist the LWIBs and LDOL in working with training providers to ensure that skills training, workplace literacy skills training and employability enhancements provided to jobseekers meet employer requirements.

Wagner-Peyser traditional employer relations programs have been integrated into the LDOL Regional Workforce Response Teams using BSRs assigned to the local One-Stop centers, thus broadening their employer contact capabilities. Use of non-traditional methods to generate quicker turnaround and broader exposure for high-demand occupations include unsanitized job openings, employers listing job openings directly on the Internet, and exposure and access to these job openings in nontraditional locations such as housing authority developments (in coordination with HUD), TANF office waiting rooms, community based and faith based organizations, etc. All partner agency staff will share job information that will provide employers with access to a broader range of possible employees.

Administration of the Work Opportunity Tax Credit (WOTC) program will be streamlined by localizing the methods of document input, simplifying the forms and instructions, and integrating the program into the integrated intake process. WOTC will be a part of the portfolio used by the regional teams, which will broaden exposure in the business community. Team members and One-Stop staff will provide assistance to employers to complete the forms. In addition it will be part of the referral process in the One-Stop system.

## G. Innovative Service Delivery Strategies

- **Describe innovative service delivery strategies state has or is planning to undertake to maximize resources, increase service levels, improve service quality, achieve better integration or meet other key state goals. Include in the description the initiative's general design, anticipated outcomes, partners involved and funds leveraged**

On January 12, 2005, Governor Kathleen Babineaux Blanco created the Louisiana Task Force on Workforce Competitiveness to address the needs of employers in the workforce development system. The Goal of the Task Force is “to align, coordinate, and leverage the resources, goals and ideas of the private, public, and non-profit sectors for the benefit of Louisiana’s workforce and economy and to identify the gaps between the skills sets and education possessed by our citizens.” The Task Force’s vision is that the quality and quantity of our workforce is a competitive advantage for Louisiana business. Their mission is to produce a more effective statewide workforce development system that is responsive to employer needs.

Economic development opportunities require a focus on workforce training. The Task Force has consensus on the critical importance of the “education pipeline.” The entire education system impacts the training delivery for specific jobs. Adult learning, elementary and secondary education reform are critical to improve the pool of qualified literate workers. The needs of employees were not forgotten as members recognized the need for a system, which successfully moves the underemployed and employed into employment with upward mobility through an integrated system of employability, foundation skills and hard skills training. The Task Force’s work will be meshed with the work of the Adult Learning Task Force and the High School Redesign Task Force.

The Task Force identified a number of strengths in the current workforce system:

- Governor’s strong commitment to economic development, workforce reform and entrepreneurship
- Open lines of communication among agency heads
- Louisiana is one of few states with the availability of training funds (IWTP)
- A growing community and technical college system
- Strong investment in data collection, skills assessment and credentialing - Industry-Based Certifications, WorkKeys, Profile XT, Consumer Information, Scorecard, LIPDS and job forecasting
- Objective policy and leadership within the Office of the Governor

The Task Force identified a number of opportunities:

- Opportunity for pilots within regions for intermediaries serving as a single point of contact either autonomous or integrated
- Opportunity to strengthen the Workforce Commission or some other entity through greater authority and accountability
- Strong investment in data collection, skills assessment and credentialing - Industry-Based Certifications, WorkKeys, Profile XT, Consumer Information, Scorecard, LIPDS and job forecasting
- Opportunity to develop a coordinated system responsive to employer needs
- Opportunity for accelerated job growth and improved competitiveness of existing and emerging businesses

As we move our current system toward the vision of developing a statewide workforce development system that responds to industry demand and that maximizes and streamlines services to its customers, the priority is to create a new system guided by the principles of universal access, increased accountability, individual choice, and comprehensive service delivery for all Louisiana citizens. This new system will have as its goals:

- Create a demand-driven workforce development system that connects employers to a well-educated and highly skilled workforce;
- Develop a labor market system that provides employers, job seekers, incumbent workers, future workers including out-of-school youth and other at-risk and special populations with the labor market information, training, and supportive services they need;
- Implement a governance system focused on unified planning, eliminating duplication, maximizing resources, continuous improvement, and accountability for results;
- Continue development of an effective, high-quality, statewide network of One-Stop Career Centers that serve as the “front door” to Louisiana’s workforce development system, driven by accurate, timely labor market information;
- Utilize a common intake/assessment system that is customer focused and streamlines workforce education and training programs by eliminating duplication;

In order to overcome our high youth dropout rate and low attachment to the workforce, we must develop better linkages between the education, training and business sectors.

Based on recommendations in the final report, LDOL will modify the WIA State Plan as needed. All efforts have been made in this plan to incorporate the recommendations and intent of the Task Force’s interim report.

- **LA not involved in PRA demonstration**

## **H. Strategies for Faith based and Community based Organization**

- **Describe activities to be undertaken to (1) increase opportunities for participation of faith based/community organizations as committed/active partners in one-stop delivery system and (2) expand access of faith based/community based organization’s clients and customers to services offered by one-stops in state. Outline those action steps designed to strengthen state collaboration efforts with LWIAs in conducting outreach campaigns to educate faith based/community organizations about attributes and objectives of demand driven workforce investment system. Indicate how those resources can be strategically and effectively leveraged in the state’s workforce investment areas to help meet the objective of the WIA**

Louisiana is fully committed to providing employment and training services for all citizens; however, many of our most venerable citizens do not access these services. Many faith based and community based organizations have developed relationships with these individuals and can provide the needed connections to help link them with the workforce development system. LDOL is utilizing a number of approaches to collaborate with these organizations. The Community Services Block Grant Program (CSBG) program is administrated through LDOL. This enables the state to directly involve the forty-two

community action agencies with WIA and Wagner Peyser workforce development strategies. These agencies are being integrated into LDOL's MIS system. This will provide their clients with direct access to job, workforce information, career guidance and other on line services. CSBG staff has been provided training on the use of the system. During PY05, all of their federal reporting will be included in the system. This will enable LDOL to track service delivery across programs and determine what services are being provided to customers of community-based organizations.

LDOL is beginning a pilot project with a consortium of faith based organizations in Baton Rouge. The goal is to provide these organizations with information on the services available to their members through the one-stop system. They will assist their members to register in the on-line system and access services. LDOL will track the number of individuals who access the system through their assistance.

Community based organizations sit on each Local Workforce Investment Board.

In addition, community based organizations that provide occupational specific skills training were contacted for possible inclusion on the Statewide Eligible Training Provider List (ETPL). Solicitation efforts resulted in several community based organizations being added to the ETPL.

## **IX. State Administration**

### **A. MIS system in place – one-stop operating system facilitate case management and service delivery across programs, state job matching system, web based self service tools, fiscal management, etc**

LDOL implemented an integrated Internet based management information system in 2001. The system includes common intake, case management and data tracking components to meet the reporting requirements of and provide a single interface for WIA Title I, Wagner Peyser, Veterans, Business Services, TAA, Rapid Response, MSFW, CSBG and One-stop system requirements. The system provides LWIBs with the tools needed to deliver WIA services through an income growth model, integrating workforce information, transferable skill sets, and career paths into the case management system. LDOL data will be integrated with data from other one-stop partners to provide seamless information sharing and data exchange and increased customer service. This connectivity forms the basis for the development of enhanced interagency data exchange. LDOL is part of the WRIS wage record exchange system. The SCORECARD system, mandated by state legislation, uses wage records to determine the performance of all training providers.

This integrated intake system and resulting tracking system provides LDOL, other state agency funded one-stop partners and local entities, the Louisiana Workforce Commission and most importantly the local workforce boards with the data necessary to locally operate and coordinate programs effectively. From this data, Louisiana is able to evaluate how our systems are functioning, provide timely technical assistance and help the local boards make programmatic and funding decisions. Local entities and workforce boards continue to be involved in the development of our MIS system. Louisiana is fully prepared to provide USDOL with any data it requires.

### **B. Describe the State's plan for use of the funds reserved for Statewide activities**

Provision of funding for technical assistance, training, and research and evaluation – LDOL is developing a training institute to provide training to all levels of staff focusing on front line staff to improve the quality of services to businesses and job seekers. In addition, LDOL will concentrate on LWIA Board member training. LSU and LDOL are developing a regression model to better implement the common performance measures. LDOL is working with subject matter experts to identify areas that need additional development, build new work processes and improve services.

Support of innovative programs, demonstration projects, and services to special populations – In conjunction with the Governor's Task Force on Workforce Competitiveness, the state will develop pilot projects including intermediaries to identify target areas and deliver solutions. LDOL is working on projects with the Juvenile Justice system to work with the parole system to provide services to adjudicated youth. In an effort to better connect low-income citizens with the one-stop system, LDOL is working with a series of faith based organizations. Due to the state's out migration concerns, LDOL and Title V entities are coordinating services to develop programs for older workers.

Programs that support early interventions for Dislocated Workers to assist them quickly reenter the workforce including Rapid Response activities, Transition Centers to bring one-stop services

directly to workers affected by layoffs, and programs to assist UI claimants identified as unlikely to return to their previous occupations reattach to the workforce.

Local and Regional Incentive grants emphasizing coordination and integration of services, particularly to the business customer

Support and enhancement of technology infrastructure, LAVOS, and workforce information in order to better serve business and job seeker customers with improved labor market information products, including geocoding data, additional self service functions, strengthen case management and reporting components, and improved connectivity with other MIS systems to reduce duplication and reduce costs.

Supplement LWIA Adult and Youth program funding as needed, particularly in areas with high concentrations of out of school youth or areas experiencing significant lay offs.

Administration of the Workforce Investment System.

### **C. Waivers in place or planned**

Louisiana has submitted the following waiver requests. The rationale, justification, and implementation of each waiver request is included in the related section of the plan. The State Workforce Commission has approved these waivers. They are included in the state plan public hearing. LDOL firmly believes that the approval of these waivers will enhance the state's ability to move in USDOL's national strategic direction.

1. Streamline Delivery of Adult/Dislocated Worker Services through the One-Stop System by enrolling participants in WIA Title I at point of receiving Intensive services and enrolling all participants receiving Core services in Wagner Peyser.  
Citation: WIA §134(d), 20 CFR §662.240, 20 CFR §663.105
2. Allow use of Eligible Training Provider System (ETPL) for Older and Out-of-School Youth  
Citation: WIA §123, WIA §134(d)(4), 20 CFR §661.305(a)(3), 20 CFR §664.510
3. Allow Supportive Services, including incentive payments, to be provided to adults/dislocated workers during follow-up and maybe allow adult needs related payments for intensive services like adult education services  
Citation: WIA §101(46), 20 CFR §663.800
4. Change the required 50% employer match for customized training to a match based on a sliding scale.  
Citation: WIA §101(8)
5. Youth Eligibility: (1) self attestation for family income, (2) accept eligibility from other programs such as Job Corp, Youth Challenge, CSBG and (3) raise 5% window to 25% with multiple barriers)  
Citation: WIA §101(13), 20 CFR §664.200, 20 CFR §664.215
6. An exemption from the competitive requirement for the follow-up and supportive service elements and inclusion of these elements in the design framework of youth services



Citation: WIA §123, 20 CFR §664.405(a)(4), 20 CFR §661.305(3)

7. Make Youth Council Membership Requirements Optional  
Citation: WIA §117(h), 20 CFR §661.305(b), 20 CFR §661.335(a), 20 CFR §664.100
8. Only 1 representative of partners on LWIBs, also one representative from each of other required entities  
Citation: WIA §117(b), 20 CFR §661.315(a)
9. 100% Transfer between Adult and Dislocated Worker Programs  
Citation: WIA §133(b)(4), 20 CFR §667.140
10. 20% Transfer between Adult and Youth Program  
Citation: WIA §133(b)(4), 20 CFR §667.140
11. Redistribution of Recaptured Local Funds  
Citation: WIA §133(c), WIA §128(c), 20 CFR §667.160
12. Expand Use of Funds for Employment and Training by LWIAs to include State Level Activities  
Citation: WIA §189, 20 CFR §661.420

**D. How state measures success of its strategies in achieving its goals and how will use this data to improve system**

**1. Describe the state's performance accountability system**

The State performance accountability system focuses on the 17 required WIA measures. The current 17 measures are difficult to explain to business, therefore the state has been reluctant to add additional State measures to this already complicated process. Louisiana will implement the common measures in PY05. These measures are more conducive to development of a demand driven integrated system.

LDOL is working with LSU to develop a regression model for use in adjusting local performance measures based on demographic and local economic factors. It will be tested during PY05 and if successful will be used to renegotiate PY06 performance levels. Until that is developed, the state has lacked a valid and reliable method for adjusting local standards. Currently each local area is held to the State negotiated level for the 17 measures. Local WIBs do have the option to request adjustments to any measures excluding customer satisfaction (customer satisfaction is excluded since it should not be impacted by extraneous variables). Any request must be accompanied by data that supports the request.

Generally, Louisiana has performed well on the 17 required measures. The Older Youth Earning Gain and Younger Youth Diploma Rate have been the most difficult for the LWIAs to meet. Louisiana has received an incentive award for the past three years.

Much of northern Louisiana is rural farm country. Limiting the earnings gain to wage records negatively impacts these areas that may not have covered wages. Louisiana has an extensive follow-up system designed to assist staff track services provided to youth and adults entering

employment. Use of data from this system in conjunction with UI Field Audit has shown some improvement in the earning gain rates.

As LDOL implements the USDOL youth vision and works with harder to serve populations, it may negatively impact performance levels. The state will work with the LWIAs to attempt to continue to improve performance.

**2. Describe any targeted applicant groups under WIA, WP or Veterans that the state tracks**

LAVOS has the capacity to track all potential targets groups, including the demographic characteristics required by the Common Measures.

**3. Identify any performance outcomes/measures in addition to those prescribed by WIA and what process is the state using to track and report them**

Louisiana currently does not track any performance outcomes or measures beyond those required by WIA, Wagner-Peyser and Veterans' programs. The state is prepared to track the Common Measures.

**4. Describe the state's common data system and reporting processes in place to track progress. Describe what data will be collected from the various one-stop partners (beyond that required by DOL), use of quarterly wage records (including how state accesses wage records) and how statewide system will have access to the information needed to continuously improve**

LAVOS is a comprehensive data collection and management operating system that all One-Stop staff use to enter participant and employer data, case notes, activities, assessments, exits and follow-ups. It contains on-line real time case management reports providing local staff with demographic, activities, soft exit, youth goals, and case manager information. The system also provides predictive performance reports based on staff entered exit and follow-up data as well as the quarterly and annual WIA reports and 9002 and Veteran reports based on wage record data. The predictive reports allow LWIAs to determine performance and implement corrective action in a timely manner, without having to wait for wage record data. The system can track services provided by partner agencies. The system can also track services provided to businesses by all partners to prevent duplication. This information includes contacts, services, industry, occupations, skill requirements, and company size.

Each LWIA can access their own WIA Quarterly Reports that incorporate Louisiana wage records and data from the Wage Record Interchange System (WRIS). In addition, MIS staff assigned to each local area, continually review local reports and work with the Program Advisors to provide technical assistance. At the state level, a data extract is run through the Mathematica Data Validation software to eliminate errors and produce the required Federal reports. The state continues to provide training and technical assistance to WIA, Wagner Peyser, Veteran and TAA staff on performance management. The state has begun training on the Common Measures including data collection and potential changes in work processes.

**5. Describe any actions governor/state board will take to ensure collaboration with key partners and continuous improvement of statewide workforce investment system**

The Task Force on Workforce Competitiveness and the Adult Learning Task Force are developing strategies to begin aligning workforce development entities in the state and

ensure improved collaboration and support continuous improvement of the statewide workforce investment system. The Louisiana Workforce Commission has established several interagency collaborative workgroups. LDOL is working to consolidate and coordination programs funded through USDOL in order to eliminate duplication and reduce costs. LDOL is developing a training institute to build capacity among workforce development entities. The STEP program is providing an opportunity for LDOL, the LWIAs, Department of Social Services, Adult Education and the Technical and Community College system to collaborate on providing services to low income individuals. The Workforce Commission will continue its role as convener and collaborator.

**6. How do state and local boards evaluate performance? What corrective actions will state take if performance falls short of expectations (including sanctions and TA)? How will state and local boards use the review process to reinforce the strategic direction of the system?**

Both the Louisiana Workforce Commission and LWIBs evaluates overall performance based on how each of the 18 local areas performs on the 17 required WIA performance measures. If a local area fails the same performance measure two years in a row, LDOL works with the local area to develop a corrective action plan. If the area continues to fail, sanctions, including reorganization of the Board are an option. LDOL provides technical assistance and training to those areas that have experienced difficulty meeting or exceeding the measures. The two measures LWIAs in Louisiana experiences the most difficulty meeting are the Older Youth Earnings Gain and the Younger Youth Diploma Rate. The state is working on several strategies to help address these problems. LDOL is reestablishing a training institute to provide training to all levels of staff, with a focus on front-line service delivery staff; in order to help the staff improve the quality of services delivered to our customers. LDOL is also working with subject area experts that are able to work closely with State and local staff to identify problems, improve services, develop systems and to provide training that supports those efforts.

The State is developing regional performance measures that emphasis regional collaboration in the delivery of business services and award placement of participants in jobs in high growth/high demand industries.

**7. What steps has state taken to prepare for implementation of new reporting requirements against common performance measures (TEGL15-03)**

The U.S. Office of Management and Budget (OMB) developed a common set of performance measures for all workforce development programs to assist congress better compare services across programs. USDOL is beginning implementation of these measures for all of its programs in PY05. Louisiana is in the process of developing a performance adjustment system ("regression model") that will take into account distinct economic, demographic, and other differences across the state. Louisiana will be prepared to use this date to renegotiate PY06 performance levels and assist local areas better serve those individuals most in need. LDOL currently collects all data required to compute the common measures and is prepared to provide whatever reports required by USDOL.

8. Include proposed level for each performance measure for each of two program years. States are encouraged to address how performance goals for LWIAs and training providers will help them attain their statewide performance goals

Proposed Performance Measures Implementation for Louisiana

| Performance Measure                | Proposed Performance Levels |             |    |     |      |
|------------------------------------|-----------------------------|-------------|----|-----|------|
|                                    | PY05<br>WIA                 | PY06<br>WIA | WP | TAA | Vets |
| <b>Adult</b>                       |                             |             |    |     |      |
| Entered Employment                 | 81%                         | 82%         |    |     |      |
| Employment Retention               | 83%                         | 84%         |    |     |      |
| Six Months Earnings Increase       | \$4000                      | \$4100      |    |     |      |
| Credential/Employment Rate         | 67%                         | 69%         |    |     |      |
| <b>Dislocated Worker</b>           |                             |             |    |     |      |
| Entered Employment                 | 88%                         | 89%         |    |     |      |
| Employment Retention               | 86%                         | 87%         |    |     |      |
| Six Months Earnings Increase       | \$500                       | \$510       |    |     |      |
| Credential/Employment Rate         | 68%                         | 70%         |    |     |      |
| <b>Older Youth</b>                 |                             |             |    |     |      |
| Entered Employment                 | 72%                         | 72%         |    |     |      |
| Employment Retention               | 86%                         | 87%         |    |     |      |
| Six Months Earnings Increase       | \$3200                      | \$3150      |    |     |      |
| Credential/Employment Rate         | 45%                         | 48%         |    |     |      |
| <b>Younger Youth</b>               |                             |             |    |     |      |
| Diploma Rate                       | 50%                         | 51%         |    |     |      |
| Retention Rate                     | 68%                         | 70%         |    |     |      |
| Skill Attainment Rate              | 85%                         | 86%         |    |     |      |
| <b>Customer Satisfaction</b>       |                             |             |    |     |      |
| Participant Customer Satisfaction  | 81%                         | 82%         |    |     |      |
| Employer Customer Satisfaction     | 78%                         | 80%         |    |     |      |
| <b>Common Measures</b>             |                             |             |    |     |      |
| Placement in Employment/Education  | 66%                         |             |    |     |      |
| Attainment of a Degree/Certificate | 55%                         |             |    |     |      |
| Literacy and Numeracy Gains        | 42%                         |             |    |     |      |

LDOL has met with local WIA board staff and reviewed the state level performance goals. Once USDOL and LDOL have agreed on PY05/PY06 performance levels, LDOL will negotiate local level goals for the USDOL required performance indicators for PY05. Louisiana State University is developing a regression model for performance standards utilizing participant characteristics and local economic data including unemployment rate, poverty levels, industry growth levels and other appropriate data. The state will renegotiate performance goals for PY06 based on these models.

The performance measurement system goals reflect continuously improving performance over time both in terms of quantity and quality, resulting in more customers being served, better employment, earnings and skill attainment outcomes, attainment of self-sufficiency, and higher levels of customer satisfaction.

LDOL has developed baseline data for each of the adult and youth common performance indicators following the revised guidelines. Wage records were used to determine the employment based standards (employment, retention and earnings change). Adult Education data was used to develop baseline data for the Literacy and Numeracy Gains. Diploma or Certificate rates were developed from prior year Older Youth Credential rate and Younger Youth Diploma rates. To provide better coordination across systems and begin integration of performance measures.

As outlined in the table below, statistically, Louisiana's risk index paints a clear portrait of the challenges our State faces in assisting its citizens become productive and improve the State's economic base. To assist these persons, our system must provide effective investments and more creative interventions that are family focused, comprehensive, longer term and engage the entire community.

| Indicator  | Louisiana               | National |
|--|-------------------------|----------|
| Median income of families with children (2001-2003 Avg.):  | \$34,307                | \$43,527 |
| 3 <sup>rd</sup> Quarter 2004 Average Weekly Wage   | \$595                   | \$733    |
| % of 4 <sup>th</sup> graders who scored below basic reading level:2003   | 51%                     | 38%      |
| % of 8th graders who scored below basic reading level:2003   | 36%                     | 28%      |
| % of children in extreme poverty (income below 50% of poverty level): 2001   | 13%                     | 7%       |
| % disconnected young adults (ages 18-24) who<br>are not enrolled in school<br>are not working<br>have no degree beyond high school | 21%                     | 15%      |
| % of children living with parents who do not have a full-time, year-round employment   | 33% (48 <sup>th</sup> ) | 25%      |
| % of teens who are high school dropouts (age 16-19)  | 12% (43 <sup>th</sup> ) | 9%       |
| % of teens not attending school and not working (age 16-19)  | 13% (48 <sup>th</sup> ) | 8%       |
| % of children in poverty   | 24%                     | 16%      |
| % of families with children headed by a single parent  | 36% (49 <sup>th</sup> ) | 28%      |

2004 kids count DATABOOK – The Annie E. Casey Foundation

LDOL is committed to a continuous improvement strategy to ensure quality practices are embedded in the planning and execution process during the two years covered by this plan. These statistics indicate the challenges our system faces in improving employment, retention, earnings, and educational levels for both adults and youth. Our base line data and performance levels were developed within this framework. The two year performance levels will assist us in measuring the delivery of services with ever-improving value to customers, resulting in marketplace success and improvement of overall organizational performance and capabilities.

The customer satisfaction goals are a key component of the State's overall commitment to continuous improvement in all performance areas. The customer satisfaction measures are inseparable from the other performance measures. Failure to meet placement and retention rates will mean job seekers either could not find jobs or entered employment and then failed to stay employed. This will result in both employer and job seeker being dissatisfied with the

system and will be reflected both in the employment and retention measures and in reduced customer satisfaction rates.

Category 3 of the Baldrige criteria addresses customer and market focus and examines how an organization seeks to understand the voice of customers and determine their requirements, expectations and preferences. Customer satisfaction and dissatisfaction results provide vital information for understanding customers' views and marketplace behaviors, including repeat business and positive referrals. Knowledge of customer groups and market segments will allow the system to tailor listening and learning strategies and marketplace offerings and develop new business.

## **E. Administrative Provisions**

### **1. Provide a description of the appeals process referred to in §116(a)(5)(m).**

In accordance with section 116(a)(5) of WIA, a unit of general local government (including a combination of such units) or grant recipient that requests but is not granted designation of an area as a local area under paragraph (2) or (3) of section 116(a) may submit an appeal to the Louisiana Workforce Commission within 30 days of receipt of written notification of non-designation. The Governor will provide a decision within 60 days of receipt of the appeal. If the appeal does not result in such designation, the Secretary of the U.S. Department of Labor, after receiving a request for review from the unit or grant recipient and on determining that the unit or grant recipient was not accorded procedural rights under the appeal process established in the State plan or that the area meets the requirements of paragraph (2) or (3) of section 116(a) of WIA, as appropriate, may require that the area be designated as a local area.

### **2. Describe the steps taken by the State to ensure compliance with the non-discrimination requirements**

To ensure compliance with Section 188, LDOL does extensive equal opportunity technical assistance and oversight. The EEO section of LDOL reviews policies and procedures to guarantee that LWIAs are in compliance with EEO requirements. Participant data is reviewed to ensure there are equitable services. Customers and potential customers are made aware of their rights including the right to file a grievance if they feel there has been any discrimination. LDOL conducts training for LWIA EEO Officers yearly to share best practices and review requirements.

## **XI. Assurances**

1. The State assures that it will establish, in accordance with section 184 of the Workforce Investment Act, fiscal control and fund accounting procedures that may be necessary to ensure the proper disbursement of, and accounting for, funds paid to the State through the allotments made under sections 127 and 132. (§112(b)(11).)
2. The State assures that it will comply with section 184(a)(6), which requires the Governor to, every two years, certify to the Secretary, that -
  - a. the State has implemented the uniform administrative requirements referred to in section 184(a)(3);
  - b. the State has annually monitored local areas to ensure compliance with the uniform administrative requirements as required under section 184(a)(4); and
  - c. the State has taken appropriate action to secure compliance with section 184 (a)(3) pursuant to section 184(a)(5). (§184(a)(6).)
3. The State assures that the adult and youth funds received under the Workforce Investment Act will be distributed equitably throughout the State, and that no local areas will suffer significant shifts in funding from year to year during the period covered by this Plan. (§112(b)(12)(B).)
4. The State assures that veterans will be afforded employment and training activities authorized in section 134 of the Workforce Investment Act, and the activities authorized in chapters 41 and 42 of Title 38 US code. The State assures that it will comply with the veterans priority established in the Jobs for Veterans Act. (38 USC 4215).)
5. The State assures that the Governor shall, once every two years, certify one local board for each local area in the State. (§117(c)(2).)

6. The State assures that it will comply with the confidentiality requirements of section 136(f)(3).
7. The State assures that no funds received under the Workforce Investment Act will be used to assist, promote, or deter union organizing. (§181(b)(7).)
8. The State assures that it will comply with the nondiscrimination provisions of section 188, including an assurance that a Methods of Administration has been developed and implemented (§188.)
9. The State assures that it will collect and maintain data necessary to show compliance with the nondiscrimination provisions of section 188. (§185.).
10. The State assures that it will comply with the grant procedures prescribed by the Secretary (pursuant to the authority at section 189(c) of the Act) which are necessary to enter into grant agreements for the allocation and payment of funds under the Act. The procedures and agreements will be provided to the State by the ETA Office of Grants and Contract Management and will specify the required terms and conditions and assurances and certifications, including, but not limited to, the following:
  - General Administrative Requirements:
    - 29 CFR part 97 --Uniform Administrative Requirements for State and Local Governments (as amended by the Act)
    - 29 CFR part 96 (as amended by OMB Circular A-133) --Single Audit Act
    - OMB Circular A-87 --Cost Principles (as amended by the Act)
  - Assurances and Certifications:
    - SF 424 B --Assurances for Non-construction Programs
    - 29 CFR part 37 --Nondiscrimination and Equal Opportunity Assurance (and regulation) 29 CFR § 37.20



-CFR part 93 --Certification Regarding Lobbying (and regulation)

-29 CFR part 98 --Drug Free Workplace and Debarment and Suspension  
Certifications (and regulation)

- Special Clauses/Provisions:

Other special assurances or provisions as may be required under Federal law or policy, including specific appropriations legislation, the Workforce Investment Act, or subsequent Executive or Congressional mandates.

11. The State certifies that the Wagner-Peyser Act Plan, which is part of this document, has been certified by the State Employment Security Administrator.
12. The State certifies that veterans' services provided with Wagner-Peyser Act funds will be in compliance with 38 U.S.C. Chapter 41 and 20 CFR part 1001.
13. The State certifies that Wagner-Peyser Act-funded labor exchange activities will be provided by merit-based public employees in accordance with DOL regulations.
14. The State assures that it will comply with the MSFW significant office requirements in accordance with 20 CFR part 653.
- 15.** The State certifies it has developed this Plan in consultation with local elected officials, local workforce boards, the business community, labor organizations and other partners.
16. As a condition to the award of financial assistance from the Department of Labor under Title I of WIA, the grant applicant assures that it will comply fully with the nondiscrimination and equal opportunity provisions of the following laws:

- Section 188 of the Workforce Investment Act of 1998 (WIA), which prohibits discrimination against all individuals in the United States on the basis of race, color, religion, sex, national origin, age, disability, political affiliation or belief, and against beneficiaries on the basis of either citizenship/status as a

lawfully admitted immigrant authorized to work in the United States or participation in any WIA Title I--financially assisted program or activity

- Title VI of the Civil Rights Act of 1964, as amended, which prohibits discrimination on the bases of race, color and national origin
- -- Section 504 of the Rehabilitation Act of 1973, as amended, which prohibits discrimination against qualified individuals with disabilities;
- -- The Age Discrimination Act of 1975, as amended, which prohibits discrimination on the basis of age; and
- -- Title IX of the Education Amendments of 1972, as amended, which prohibits discrimination on the basis of sex in educational programs.

The grant applicant also assures that it will comply with 29 CFR part 37 and all other regulations implementing the laws listed above. This assurance applies to the grant applicant's operation of the WIA Title I--financially assisted program or activity, and to all agreements the grant applicant makes to carry out the WIA Title I--financially assisted program or activity. The grant applicant understands that the United States has the right to seek judicial enforcement of this assurance.

17. The State assures that funds will be spent in accordance with the Workforce Investment Act and the Wagner-Peyser Act and their regulations, written Department of Labor Guidance implementing these laws, and all other applicable Federal and State laws and regulations.

**January 19, 2005**

**WORKFORCE INVESTMENT ACT  
INSTRUCTION NUMBER 77**

**TO:** All Local Workforce Investment Areas (LWIAs)

**FROM:** Larry St. Amant, Assistant Secretary

**SUBJECT:** Local Level Grievance and Hearing Procedures

Attached for your information is an example of a local level grievance procedure that has been developed in compliance with Section 181 of the Workforce Investment Act and Section 667.600 of the Federal Regulations.

Local Workforce Investment Areas (LWIAs) may adopt these procedures as written, or utilize their own, provided they are consistent with the standards set forth in the attached procedures, especially in regard to the structure and timetables set forth therein.

Should you have any questions regarding this matter, please contact Cecil Sandlin of this office at (225) 342-7631.

LS:GD:CS:jr

Attachment

## **GRIEVANCE PROCEDURES**

This policy establishes the procedure to receive, investigate and resolve grievances, and conduct hearings to adjudicate disputes made by WIA participants, applicants for participation, or others as required by Section 181 of the Act and according to the requirements of 20CFR667.600.

### **A. COVERAGE AND PROVISIONS**

1. Any participant, subgrantee, subcontractor, or other interested person may file a grievance alleging a violation of the Act, Regulation, or other agreements under the Act.
2. Grievances alleging intimidation, coercion, or retaliation may be exempted from “exhaustion of local remedies” rule and filed directly at the Federal level.
3. These procedures also provide for resolution of grievances arising from actions, such as audit disallowance’s or the imposition of sanctions, with respect to audit findings, investigations or monitoring reports.
4. Any employer-established grievance procedure shall provide for, upon request by the grievant, a review of an employer’s decision by the LWIA Grant Recipient and the State.
5. Upon enrollment in a WIA program, each participant shall be provided with a written description of the grievance procedure. Documentation verifying receipt of the grievance procedure is to be maintained in each participant’s folder.
6. At the time of hire, each staff member shall be provided with a written description of the grievance procedure. Documentation verifying receipt of the grievance procedure is to be maintained in each staff member’s personnel folder.
7. These grievance procedures do not apply to discrimination complaints brought under WIA, Section 188, and/or 29 CFR Part 37. Such complaints may be filed with the local grant recipient/administrative entity Equal Opportunity Coordinator/Complaint Manager; or with the Louisiana Equal Opportunity Officer, Victoria M. Lodge, Compliance Programs Director, Louisiana Department of Labor, P O Box 94094, Baton Rouge, Louisiana 70804-9094, Phone: (225) 342-3075; or with the Director of the Civil Rights Center, U. S. Department of Labor, 200 Constitution Avenue, NW, Room N-4123, Washington, DC 20210.

### **B. STRUCTURE AND TIMETABLES**

1. All grievances with the exception of grievances alleging fraud or criminal activity must be made within one (1) year.
2. Hearings shall be conducted, and a decision rendered within sixty (60)days of the filing of the grievance except in cases alleging fraud or criminal activity.

3. At a minimum, the following steps shall be followed in regard to grievances:

#### **I. STEP ONE**

- a. Any participant, subgrantee, subcontractor or other interested person shall present the grievance to the LWIA Grant Recipient and/or Administrative Entity.
- b. The LWIA Grant recipient and/or Administrative Entity shall acknowledge the grievance and schedule a hearing.
- c. The hearing procedure shall include:
  - i. written notice of the date, time and place of the hearing;
  - ii. opportunity to be represented by an attorney or other representative of the grievant's choice;
  - iii. opportunity to bring witnesses and documentary evidence;
  - iv. opportunity to question any witnesses or parties;
  - v. the right to an impartial hearing officer;
  - vi. a written decision from the hearing officer to the grievant.
- d. The LWIA Grant recipient and/or Administrative Entity receiving the grievance shall provide the grievant with a written decision within sixty (60) days of the filing of the grievance. This decision should include the name and address to which an appeal may be made at the State level.

#### **II. STEP TWO**

- a. If no decision is reached within sixty (60) days; or either party is dissatisfied with the local hearing decision, they may appeal to Louisiana Department of Labor (LDOL).
- b. The LDOL shall provide an opportunity for an informal resolution and a hearing to be completed within sixty (60) days of the filing of the grievance or complaint.

#### **III. STEP THREE**

- a. If no decision has been reached by the LDOL within sixty (60) days of receipt of the request for appeal of a local level grievance; or an adverse decision has been rendered by LDOL, either party to which such decision is adverse may appeal to the Secretary, U. S. Department of Labor.

- b. 1. The Secretary of the U. S. Department of Labor will make a final decision on an appeal no later than one hundred twenty (120) days after receiving the appeal.
2. Appeals on adverse decisions issued by LDOL must be filed with the U. S. Department of Labor within sixty (60) days of the receipt of the decision being appealed.
3. Appeals in cases where no decision was reached by LDOL within sixty (60) days must be filed with the U. S. Department of Labor within one hundred twenty (120) days of the filing of the appeal of a local grievance with LDOL.
4. All appeals to the U. S. Department of Labor must be submitted by certified mail, return receipt requested, to the Secretary, U. S. Department of Labor, Washington, DC 20210, Attention: ASET. A copy of the appeal must be simultaneously provided to the appropriate ETA Regional Administrator and the opposing party.

# **Workforce Investment Act of 1998 Implementation Guidelines**

For

- Local Workforce Investment Boards
- One-Stop Service Delivery System
- Regional Planning

Approved by  
the  
Louisiana Workforce Commission

June 10, 1999

## SECTION TWO

# ONE-STOP SERVICE DELIVERY



## **GUIDELINES FOR ONE-STOP SYSTEM IMPLEMENTATION**

### **Purpose**

Louisiana's One-Stop system should provide a comprehensive system for anyone seeking workforce development services and resources. This includes any individual seeking a first, new, or better job and for employers seeking to hire new workers or to upgrade the existing skills of current workers. The goal is to integrate the state and local delivery of education, training, and employment services. Customers of the system are:

- Job seekers, including those persons with multiple barriers to employment and persons with disabilities
- Employers
- Anyone seeking accurate labor market information; and
- Anyone seeking access to partner agency services.

### **Source Documents**

- The Workforce Investment Act of 1998 – Chapter 3: Section 121
- Louisiana's Unified State Plan – Title I
- National Association of Private Industry Councils (NAPIC) Comprehensive Guide to Workforce Development Boards
- State Plans of Utah, Texas, and Missouri – Excerpts from Title I plans
- Social Policy Research – United States Department of Labor Report on One-Stop Development
- Maps of 18 Service Delivery Areas and 8 Labor Market Areas

### **Background/Current Status**

The Workforce Investment Act, signed into law on August 7, 1998 promotes integrated training, education, and employment services through a single, customer focused delivery system. (Source: Unified State Plan, 1999)

*Under the Act, each local area is to establish a one-stop delivery system in which the core employment-related services authorized by the Act and access to other employment and training services are provided. The access to these services must be provided through not less than one physical one-stop workforce center in each local area, which may be supplemented by networks of affiliated sites.*

The Workforce Investment Act outlines the required partners of a One-Stop Workforce Center. These partners are required to make their services available at One-Stop Workforce Centers. To ensure the highest productivity level, local Workforce Investment Boards designate the one-stop operator and may consider adding other partners, such as TANF (Temporary Assistance for Needy Families) programs.

**I. General Provisions for One-Stop Delivery Systems as outlined in Workforce Investment Act and the Louisiana Unified State Plan**

**A. Establishment of the One - Stop Delivery System - The local workforce investment board, in agreement with the chief elected official, shall:**

- 1) develop and enter into memorandums of understanding with one-stop agency partners;
- 2) designate or certify one-stop operators through a competitive process or through a consortium agreement; and
- 3) conduct oversight with respect to the one-stop delivery system within the area.

**B. One-Stop Delivery - At a minimum, the one-stop system:**

- 1) shall make each of the required programs, services, and activities listed below accessible at not less than one physical center in each local area of the State; and may also make those required programs, services, and activities available:
  - through a network of affiliated sites that can provide one or more of the programs, services or activities or
  - through a network of eligible one-stop partners that is accessible at an affiliated site consisting of a physical location or an electronically or technologically linked access point.
- 2) The system shall assure individuals that information on core services will be available regardless of where the individuals initially enter the workforce investment system.

**C. Required One-Stop Agency Partners - The programs, services, and activities referred to above consist of:**

- Adult Employment and Training (formerly JTPA, now called Title I)
- Youth Employment and Training (formerly JTPA, now called Title I)
- Dislocated Workers
- Employment Services (also referred to as Job Service)
- Welfare to Work
- Trade Adjustment Assistance/NAFTA
- Employment and training programs carried out under the Community Services Block Grant (Community Action Agencies)
- Employment and training programs funded by Housing and Urban Development
- Adult Education and literacy programs
- Vocational Rehabilitation
- Senior Community Service Employment programs
- Postsecondary vocational education activities funded by the Perkins Act
- Veterans Employment program
- Programs authorized under state unemployment compensation laws

- Job Corps
- Migrant Seasonal Farm Worker programs
- Indian/Native American Employment programs
- Youth Opportunity Grant programs

**D. Additional Partners**

In addition to the required programs listed above, other programs that carry out human resource programs may also participate in the one-stop system. Those programs may include:

- The TANF program (Temporary Assistance to Needy Families)
- The Food Stamp Training Program
- Food Stamp Workfare program activities
- National and Community Service Act of 1990 programs
- Other appropriate Federal, State, or local programs, including private sector programs

**II. Services Provided Through the One-Stop System**

The Workforce Investment Act mandates the services available at One-Stop Workforce Centers, organizing them into core, intensive, and training.

**A. Core Services** - The Act expands the concept of universal access to all core services provided by One-Stops. The integration of services and the provision of them through the use of technology will provide customers the choice of any or all the services, including:

- Eligibility determinations
- Outreach, intake, and orientation to job information and one-stops
- Initial assessments of skill levels, aptitudes
- Job search and placement assistance
- Provision of employment statistics information
- Provision of performance information and program costs on eligible training providers
- Provision of local area performance measures information
- Provision of accurate supportive services information, including child care and transportation
- Unemployment claims information
- Welfare-to-Work and financial aid program eligibility assistance information
- Follow up services, including counseling for participants employed for not less than 12 months in unsubsidized employment

**B. Intensive Services** - those services that may be provided to adults and dislocated workers who are unemployed and are unable to obtain employment through core services. Includes:

- Comprehensive and specialized assessments of skill levels
- Development of an individual employment plan
- Group counseling
- Individual counseling
- Case management
- Short-term prevocational skills, including “soft skills” development

**C. Training Services** -training services are those that may be available to individuals who have met the eligibility requirements for intensive services but are unable to obtain or retain employment through intensive services. Includes:

- Occupational skills training
- On-the-job training
- Workplace training with related instruction
- Training programs operated by the private sector
- Skill upgrading and retraining
- Job readiness training
- Adult Education and literacy activities
- Customized training conducted by employer or group of employers

### **III. Memorandum of Understanding**

The local board, with the agreement of the local chief elected official, shall develop and enter into a memorandum of understanding between the local board and the one-stop partners. Each memorandum of understanding shall contain:

- Provisions describing the services to be provided through the one-stop delivery system;
- How the costs of such services and the operating costs of the system will be funded;
- Methods of referral of individuals between the one-stop operator and the one-stop partners, for the appropriate services and activities; and
- The duration of the memorandum and the procedures for amending the memorandum during the term of the agreement
- Other provisions as the parties determine to be appropriate

### **IV. Selection of the One-Stop Operator**

- A.** An entity shall be designated or certified as a one-stop operator by the local workforce investment board, with the agreement of the chief elected official, through:
- A competitive process; or
  - In accordance with an agreement reached between the local board and a consortium of entities that, minimally, include 3 or more of the required one-stop partners.

**Note:** A local board may provide core services or intensive services through a one-stop delivery system or be designated or certified as the one-stop operator *only with the agreement of the chief elected official and the Governor.*

**B.** It may be a public or private entity, or consortium of entities, located in the local area, including:

- A postsecondary educational institution
- An employment service agency
- A private, nonprofit organization, including a community-based organization
- A private, for-profit entity
- A government agency
- Another interested organization, including a local chamber of commerce or other business organizations

## One-Stop Service Delivery Workgroup Recommendations

### Suggested Working Definition & Guiding Principles for One-Stop System

Working Definition: Louisiana's One-Stop system should provide a comprehensive system for anyone seeking workforce development services and resources. This includes any individual seeking a first, new, or better job and for employers seeking to hire new workers or to upgrade the existing skills of current workers. The goal is to integrate the state and local delivery of education, training, and employment services. Customers of the system are:

- Job seekers, including those persons with multiple barriers to employment and persons with disabilities
- Employers
- Anyone seeking accurate labor market information; and
- Anyone seeking access to partner agency services.

Four guiding principles have been identified as critical to successful one-stop system development. They are:

- **Staff and program integration** –resulting in streamlined, seamless service delivery, including integrative systems, local control, and customer focused results.
- **Accountability** –emphasizing common and complementary performance measures among programs, the use of performance measures to guide and inform continuous improvement processes, the use of performance outcomes to determine regional incentive funding, and increased customer satisfaction for both job seekers and employers. The SCORECARD will serve as a means of ensuring accountability.
- **Universal access** –resulting in a simple, user-friendly system that provides access to all available partner programs for all citizens, including employers, those citizens with disabilities or those having multiple barriers to employment.
- **Customer Choice and Satisfaction** –resulting in customer-focused services, increased efforts to engage employer and private sector participation, and high customer satisfaction

### Recommended Minimum Expectations for One-Stop Centers

#### Staff and Program Integration:

- > Each One-Stop Workforce Center will have customer-focused, competent staff members who are knowledgeable about the wide range of workforce education and training programs available to citizens.
- > Each One-Stop Workforce Center will feature a common intake/assessment mechanism and technology applications, where appropriate, that would eliminate duplication among partner agencies.

- > Each One-Stop Workforce Center will provide services to employers, including assistance with designing customized training programs, needs assessments, point of contact with state/local agencies, employee testing, job fairs, and recruitment assistance.
- > Each One-Stop Workforce Center will be automated, giving agency staff access to partners' databases through electronic linkage. Customer "accounts" might be established that would be available to all Centers, eliminating duplicative intake/assessment.
- > Agency partners might offer services in multiple sites within a designated geographic area by electronic linkage, the use of kiosks, and/or using itinerant, cross-trained, or out-stationed staff.

**Accountability:**

- > Each One-Stop Workforce Center partner will identify its federal, state, and local performance measures and indicators. The goal is to build capacity for each partner to participate in Louisiana's SCORECARD system.
- > Each One-Stop Workforce Center partner will work to identify, performance measures and minimum state level performance indicators that help guide continuous program improvement at the local level.
- > Each One-Stop Workforce Center will make available customer satisfaction measurement tools that are focused on *outcomes* achieved as a result of the services customers receive.
- > Each One-Stop Workforce Center will work to achieve balance between the costs of core and intensive services and funds available for direct training.

**Universal Access:**

- > There will be a "self-service" station or resource center within each One-Stop Workforce Center, giving customers access to computers, fax machines, copy machines, and other types of job search tools. Although these "self-service" stations would exist, each Center would also have staff available for customers who might need further guidance or assistance.
- > Each One-Stop Workforce Center will be fully accessible to people with disabilities.
- > Within each One-Stop Workforce Center, a full complement of information on support services will be available. Information might include:
  - emergency shelters, food pantries
  - emergency funding for rent, utilities
  - health care and medical services
  - Social Security information

- Child care assistance information
  - Voter registration information/sign-up
- > Each One-Stop Workforce Center would be in a centrally accessible location, taking into account the demographics of the area, public transit routes and availability, and other factors deemed appropriate by the local Workforce Investment Board.
  - > Each One-Stop Workforce Center's contact information and the Louisiana Occupational Information System would be accessible at home or through "points of contact" in libraries, community centers, and other public places via the Internet.

**Customer Satisfaction:**

- > At least One-Stop Workforce Center in each area must, as a minimum, be able to provide all core services outlined in the Workforce Investment Act.
- > Each One-Stop Workforce Center will work to achieve co-location\* of the maximum number of agency partners available within a geographic area, providing a seamless service delivery system to all customers, replacing fragmentation and duplication across agencies and programs.
- > Each One-Stop Workforce Center will utilize customer satisfaction information gathered through surveys, questionnaires, and focus groups to engender improvements to services to customers.
- > Each One-Stop Workforce Center would develop customer service benchmarks and standards based on a continuous improvement process, including the use of regular customer and community needs assessments.

\*Co-location in this context is the establishment of a physical agency presence within a One-Stop Workforce Center. The nature of that presence would be determined at each local workforce investment area level. Possibilities include itinerant staff, out-stationed staff, kiosks, or part-time agency staff.



## General Recommendations

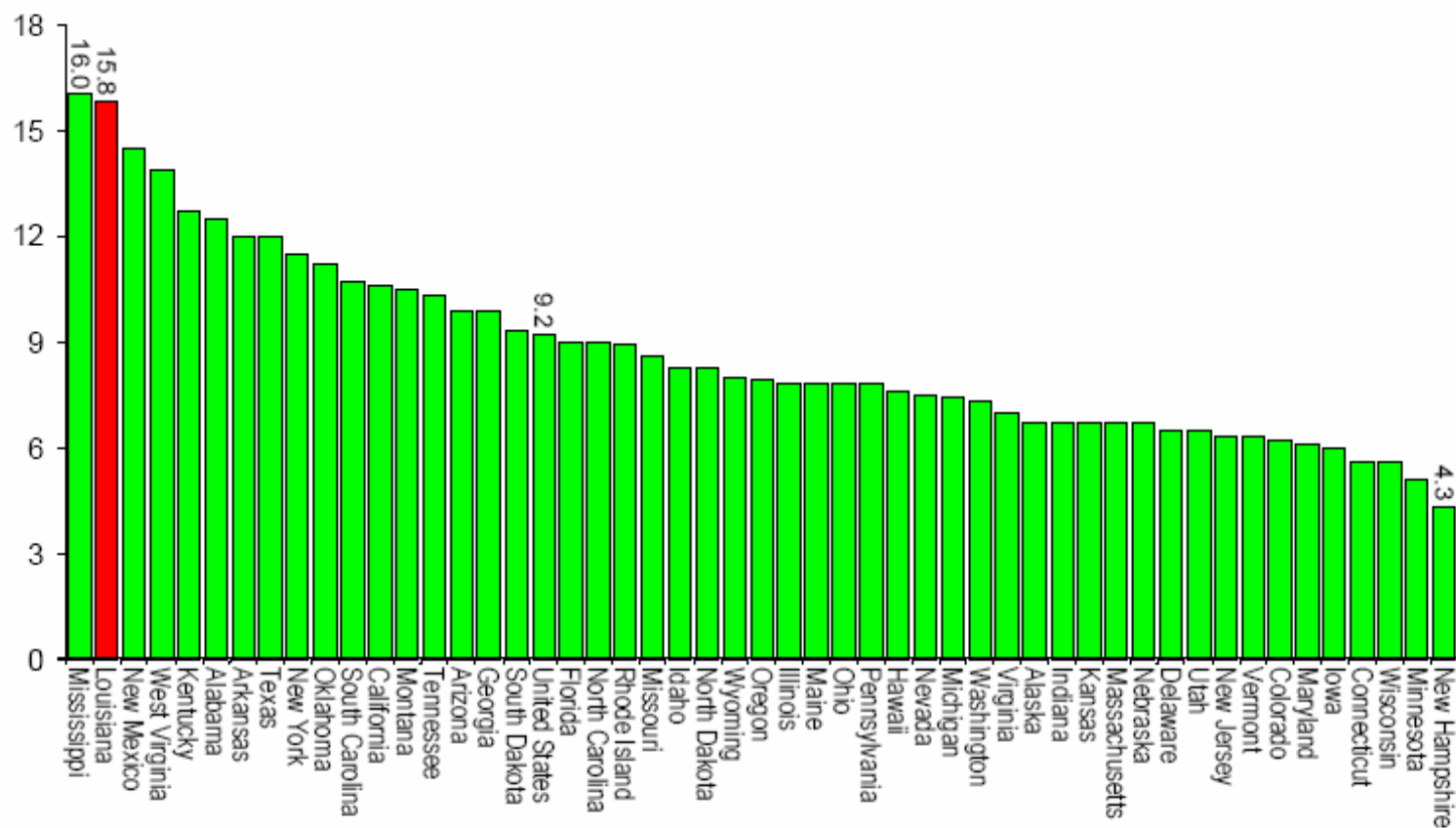
- > The state should establish a process and performance indicators by which One-Stop Workforce Centers are evaluated.
- > Local Workforce Investment Boards should utilize the guiding principles and minimum expectations as the basic criteria in certifying or designating a One-Stop Operator. These expectations are quality oriented and based on the premise that only customer-driven continuous improvement provides for delivery of high quality services.
- > Within the Title I local plan, there should be a section that requires local workforce investment boards to describe the process by which the One-Stop Operator was selected and how the selection criteria aligns with the recommended guiding principles and minimum expectations. Further, the local plan should describe how the required regional planning process is aligned with the local One-Stop system's design.
- > The workgroup discussed the issue of cost-allocation for One-Stops, but reached no resolution at this level. It is highly recommended that there be further definition of cost-allocation at the federal level and that the issue receive a heightened level of consideration and discussion at the local level, with appropriate state agency guidance.

## **Timeline - Three Major Phases of One-Stop Operation**

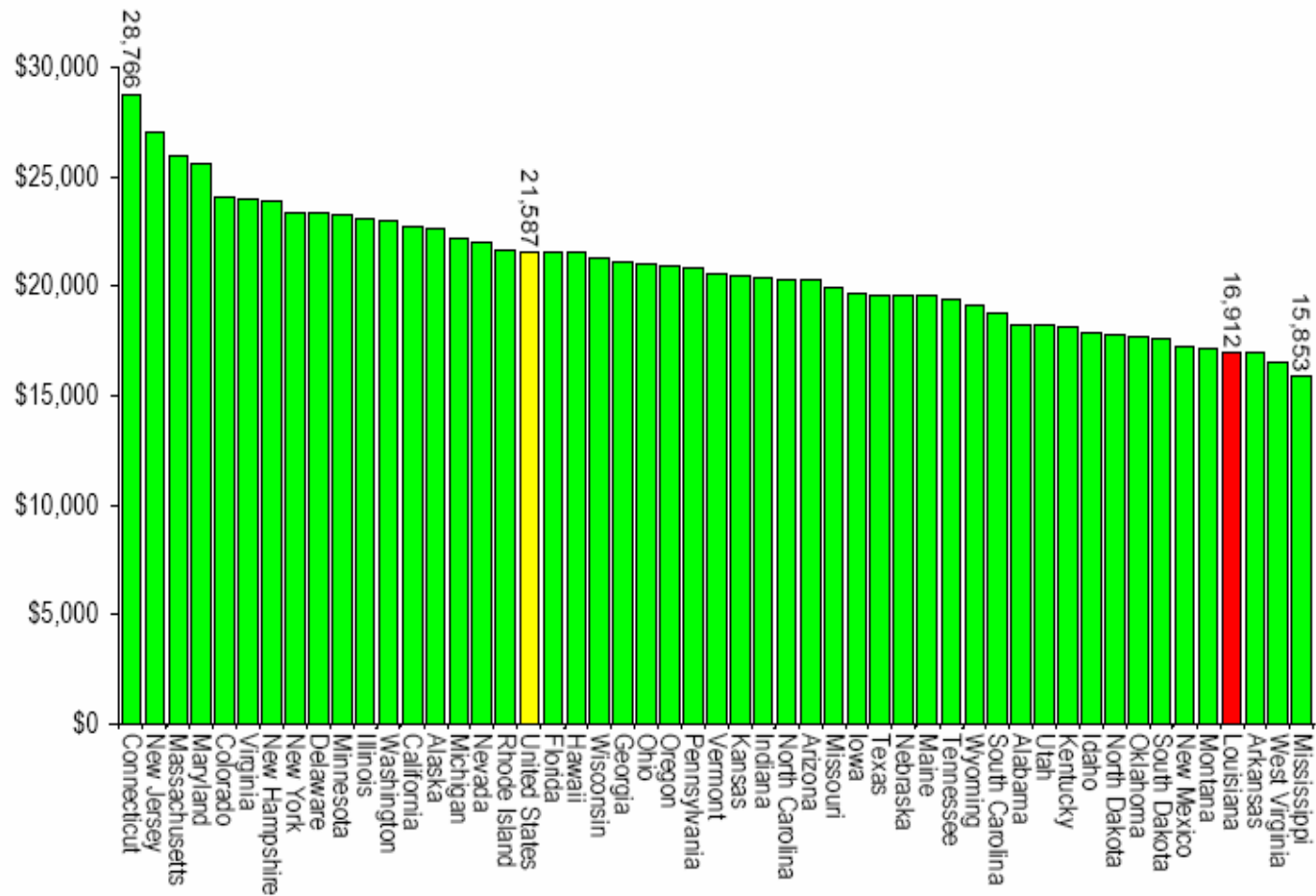
- Phase I:** Local Workforce Investment Boards should designate or certify its One-Stop Operator utilizing the recommended Guiding Principles and minimum criteria. The process by which the One-Stop Operator is designated and the criteria utilized for such designation should be clearly outlined within its local plan. (By 3/31/00)
- Phase II:** All local workforce investment boards should have a chartering process fully implemented that ensures continuous quality improvement. (By 9/30/01)
- Phase III:** Local workforce investment boards should define procedures to review One-Stop operations for evaluation and re-chartering purposes.

# Figure 1

Percent of Families Living in Poverty—Louisiana, 1999

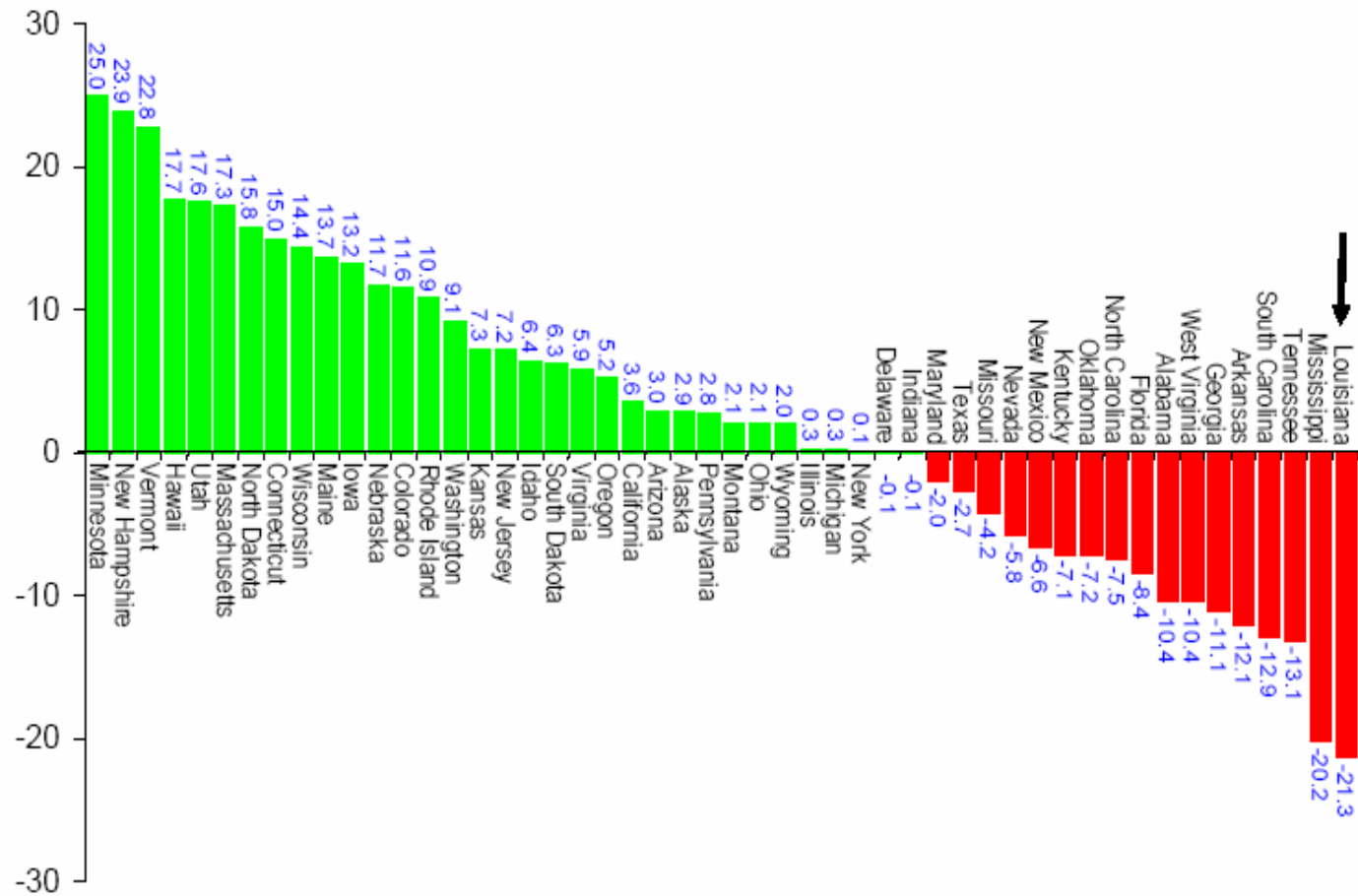


Source: U.S. Census Bureau

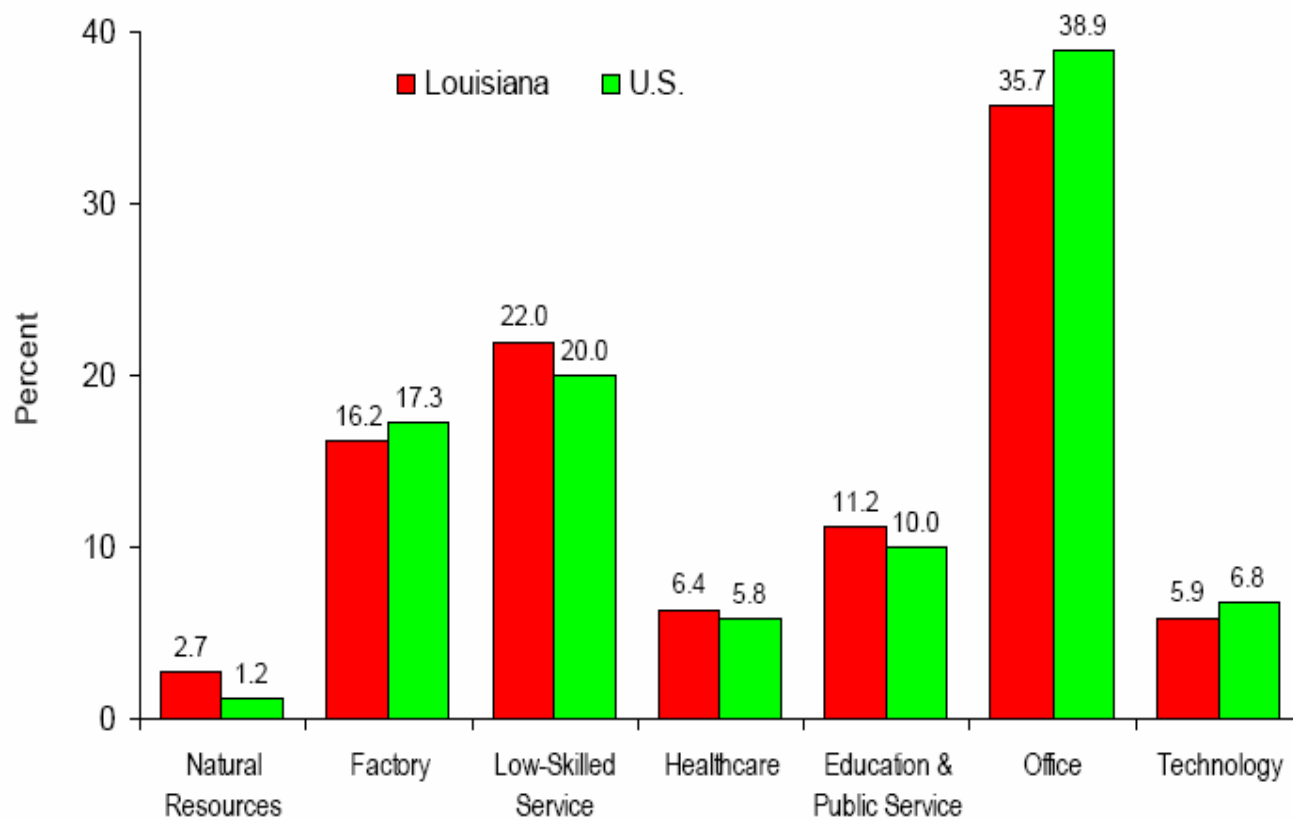
**Figure 2****Per Capita Personal Income, 1999**

Source: U.S. Census Bureau

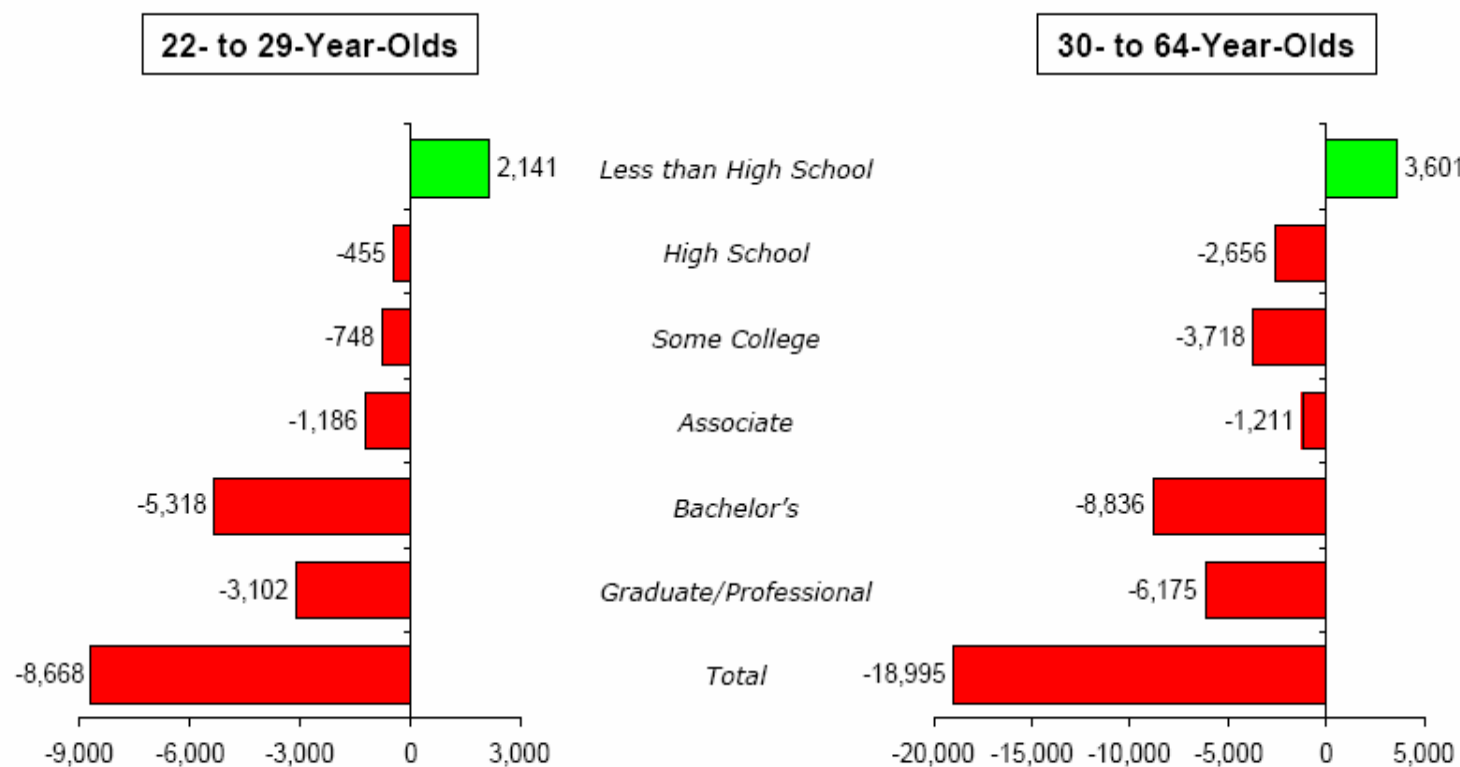
**Figure 3**  
State Health Rankings, 2004



Source: United Health Foundation

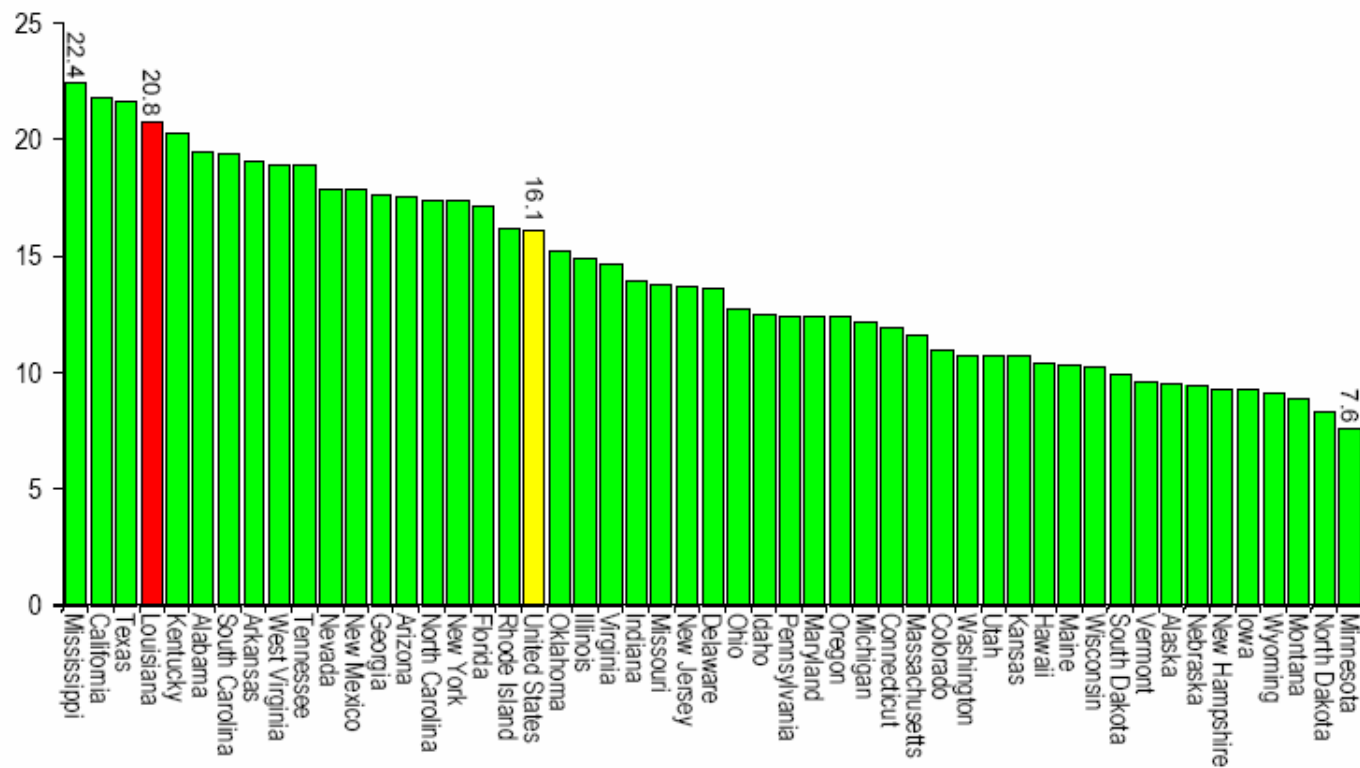
**Figure 4****Employment by Job Type—16 and Older, 2000**

Source: Tony Carnevale and Donna Desrochers, ETS (PUMS 2000 5% Sample, source data extracted from [www.ipums.org](http://www.ipums.org) at the University of Minnesota)

**Figure 5****Louisiana Net Migration by Degree Level and Age Group**

Source: U.S. Census Bureau, 2000 Census; 5% Public Use Microdata Sample (PUMS) Files

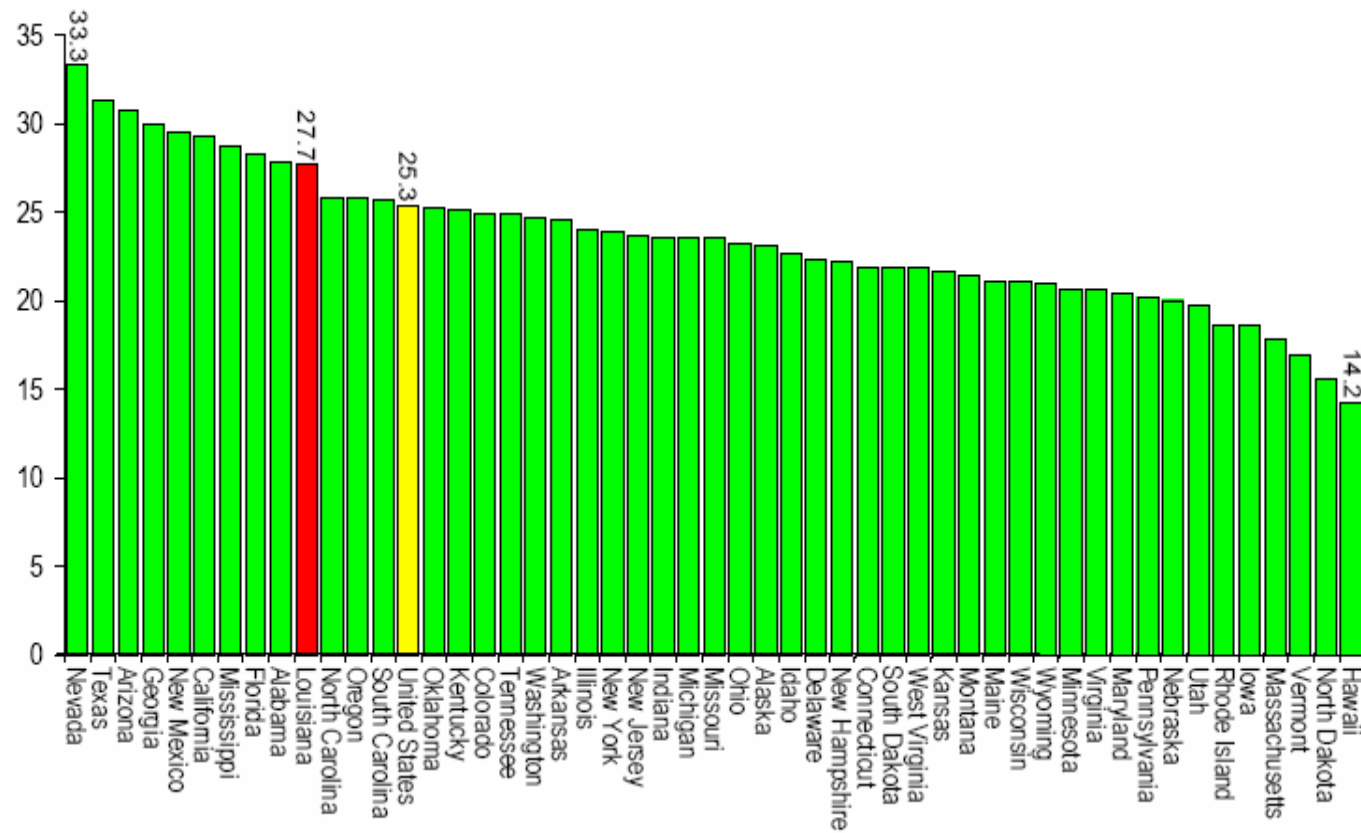
**Figure 6**  
Percent of Population Age 25-64 with Less than a  
High School Diploma, 2000



Source: U.S. Census Bureau, 2000

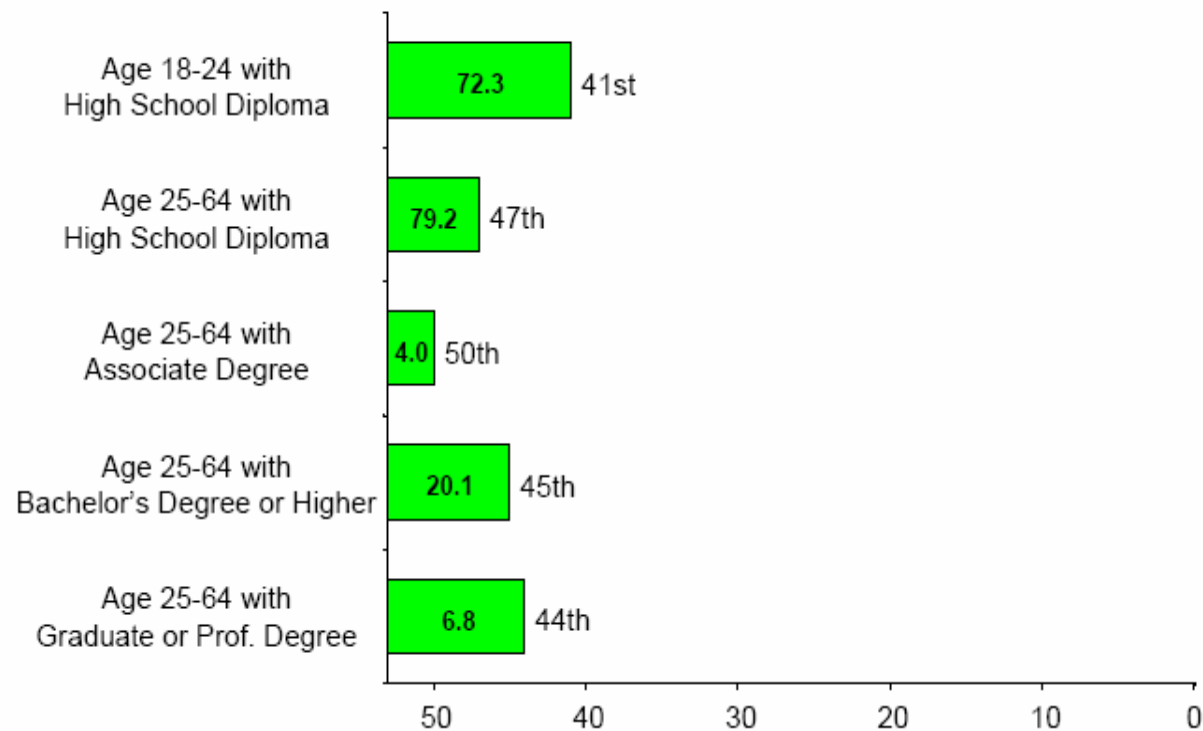
**Figure 7**

Percent of Population Age 18-24 with  
No High School Diploma



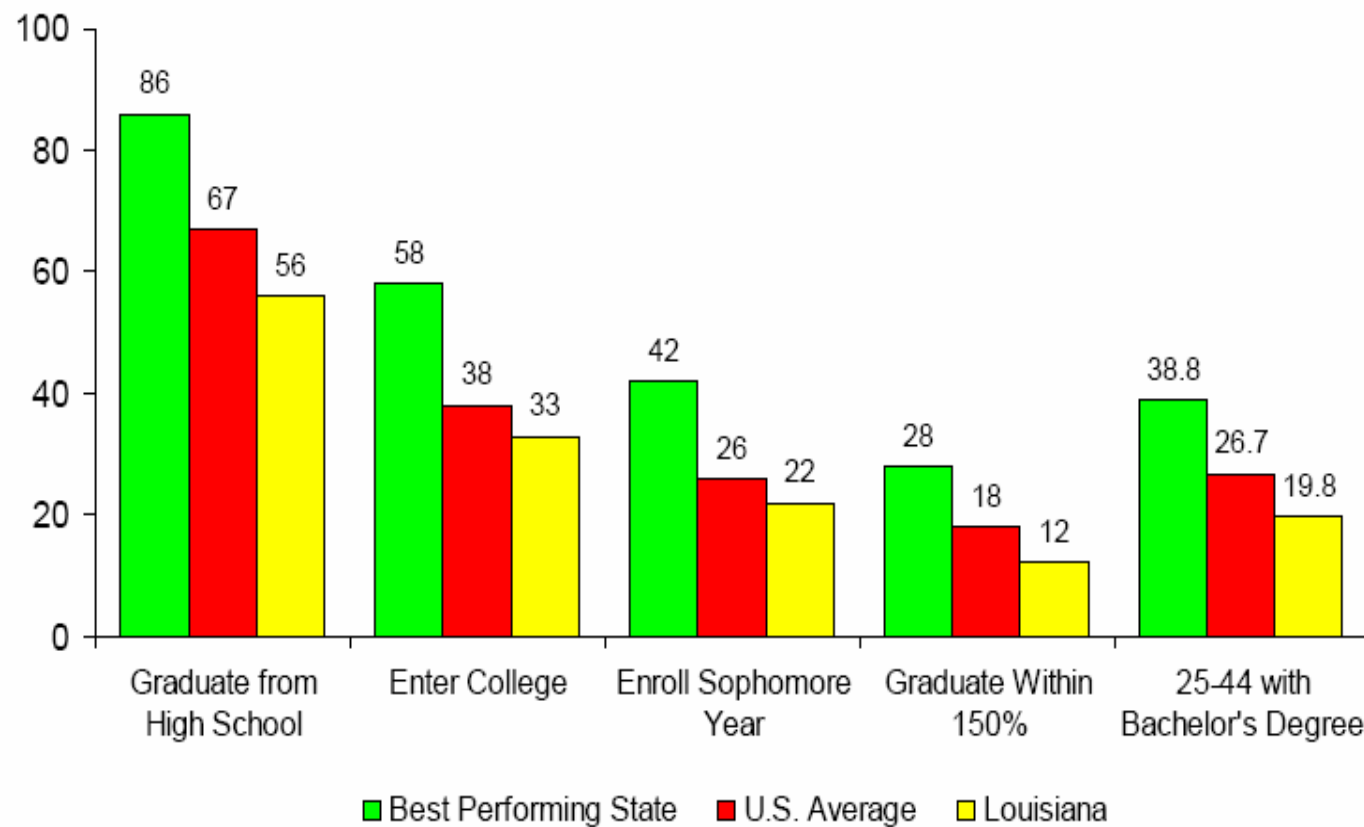
Source: U.S. Census Bureau, 2000



**Figure 8****Educational Attainment and Rank Among States  
Louisiana, 2000 (Percent)**

Source: U.S. Census Bureau, 2000

**Figure 9**  
**Student Pipeline**



Source: NCES, IPEDS 2000 Graduation Rates and Fall 2000 Enrollments. U.S. Census Bureau, 2000 Census. ACT Institutional Survey 2001. Mortenson High School Graduation Rates and College Going Rates.



## Louisiana Workforce Investment Areas